

NATIONAL MUNICIPAL REVIEW

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National Municipal Review

Editorial Comment

On Guard for Local Government

Editorial reprinted from the Richmond (Va.) *Times-Dispatch*

ONE of the agencies which has done most to promote good local government in the United States is the National Municipal League, founded more than half a century ago by such men as Theodore Roosevelt and Louis D. Brandeis. It keeps abreast of developments in its chosen sphere throughout the country, and helps local groups who are seeking to better the government under which they live. Its monthly magazine, the NATIONAL MUNICIPAL REVIEW, has been termed indispensable by officials interested in improved governmental services.

"To show what's wrong with state governments," says a recent League publication, "it is not necessary to go back to the nineteenth century Kansas legislature which passed a law changing *pi* from 3.14159 to a round number. There are fresher illustrations."

Here in Virginia a legislative commission is studying the efficiency of the state government, with the idea of making recommendations to the next General Assembly, and here in Richmond we are to vote November 4 on a new city charter, giving Richmond a modern form of administration. Both efforts are the sort of thing which the National Municipal League seeks to further, as being in the interests of good government.

Dr. George H. Gallup, the straw-

vote man, is vice president of the League, and he declares: "The brightest spot on the domestic horizon is the revolt of disgusted citizens against antiquated and wasteful local government. Chiefly they are turning to the council-manager plan recommended by the League since 1915 as the most efficient system of local government. Last year there were 80 adoptions of the plan as compared with the previous record of 48 in 1921. So far this year there have been 56 [now 70—Editor] adoptions."

The National Municipal League is keenly aware of the battle now going forward in Richmond for better government. In a current bulletin it speaks of the "assaults on greed or the more prevalent evil of sheer inefficiency that have been made by angry voters in such cities as Hartford, Richmond, Ypsilanti, New Orleans, Hoboken, Denver, Steubenville, Hot Springs, Berkeley, Chicago, Augusta and Boston." Inefficiency is what an aroused citizenry is shooting at in Richmond, of course—inefficiency and waste which are inevitable with an outmoded form of government that all but fifteen cities in the country have discarded.

The National Municipal League is a first-rate organization, and it deserves to raise the added budget it is now seeking, in order to en-

large its services. Former Democratic Governor Charles Edison, of New Jersey, is its able president, and William Collins, president of a construction firm, is chairman of the fund-raising drive. The League has had a normal budget in the past of below \$50,000 a year, and it is trying to get \$110,000—certainly little enough, considering the amount of work that needs to be done in improving local government throughout the United States.

We have only one criticism of the National Municipal League. It credits Sumter, South Carolina, in a current pamphlet, with having inaugurated the council-manager form of government in 1912, whereas "every schoolboy knows"—well, almost every Virginia schoolboy—that the council-manager form originated in Staunton in 1908. Such, certainly, is the view of the International City Managers' Association, which put a tablet on the Staunton City Hall to the memory of the late Charles E. Ashburner, who served as Staunton's first city manager from 1908 to 1911, and who is described thereon as "First city manager in the United States." Possibly the National Municipal League holds that since Staunton had a two-chamber council at the outset, whereas the modern form calls for a one-chamber council, Staunton must give way to Sumter. However, the International City Managers' Association continues to list Staunton as the first city in the world with the council-manager form, so we are content to string

along with the charming town in the Shenandoah Valley, and to back it against all comers for the honor of having pioneered in this important field.

If the National Municipal League will but atone for this grievous sin, we shall be only too happy to give it a triple-plated, copper-riveted, 100 per cent clean bill of health.

A welcome and much appreciated editorial. The facts are that Staunton was first to have a city manager (1908) and Sumter was first to have the council-manager plan (1912). There was a vital difference.

As the editorial concedes, Staunton's antique structure provided an elective mayor and a council of two houses to which a manager was added by ordinance in a despairing effort to get some business done. The council-manager plan calls for a single small elective council (of which one voting member or chairman usually gets the courtesy title of mayor) to provide unification of powers in place of such scattering of ultimate authority as Staunton continued to provide.

So it was Sumter that set the council-manager movement going and the more than 750 such charters that have followed have fortunately stayed true to the Sumter principles. In the early days, indeed, Staunton was a hazard to the movement for it would have been a calamity if Manager Ashburner's personal achievements in Staunton had led cities elsewhere to copy that three-headed tanglefoot Staunton setup on some theory that they were following the pioneer! Ultimately, Staunton altered its charter and embraced the true council-manager form.

EDITOR

Did We Modernize Congress?

Representative Kefauver analyzes progress made by 1946 act and demands public support of job still to be done.

By ESTES KEFAUVER*

THE answer must be a definite no to the question, "Did we modernize Congress?" The newspapers, after the passage of the Legislative Reorganization Act of 1946, carried banners, "Congress Streamlined" or "Federal Legislature Modernized." Indeed, it was a noteworthy achievement and the members of the La Follette-Monroney committee deserve all the praise that was given them. The partial victory came after an uphill fight in both the Senate and House to shake Congress loose from two decades of inertia that had blocked all real attempts to remedy obvious defects in the legislative machinery.

Senator La Follette and Representative Monroney deserve all the credit given them for piloting the bill through Congress. We join sincerely in the applause of a grateful nation. Yet the authors of the bill would be the first to admit that the job has just begun.

The same is true of the political scientist, Dr. George B. Galloway, who, as staff director for the Joint Committee on the Organization of Congress, directed the research and had much to do with the drafting of the bill. He states: "Taken as a whole, the Legislative Reorganization

Act of 1946 took some very desirable first steps toward modernizing our national legislature. But they are only first steps and deal with only part of the problem. Indeed, if reorganization stops here, some of the changes may do more harm than good."

The need for a real reorganization of Congress has been pressing for many years. Dropping archaic procedures, eliminating overlapping committees, giving members more time to work, keeping congressmen better informed and improving liaison with the executive are a few of the problems which have been presented for action through many sessions by various House and Senate members.

The necessity of a "twentieth century Congress" in a "twentieth century world" resulted, early in 1945, in the creation of the Joint Committee on the Organization of Congress, headed by the late Senator Francis Maloney and, after his death, by Senator Robert M. La Follette, Jr., with Representative A. S. Mike Monroney as vice chairman.

Unwisely, we think, the scope of the inquiry was limited. Nevertheless, this committee produced one of the most important reports ever placed before the national legislature. The hearings before the group reveal that senators and congressmen presented more than 260 ideas for improving the present functioning of the legislative institution. The hear-

*Mr. Kefauver has represented the Third Congressional District of Tennessee—Chattanooga—in the National House of Representatives since 1939. He is co-author of the recent book, *A 20th Century Congress*.

ings, report and the Legislative Reorganization Act¹ deserve serious attention not only from students of government and the 3200 men and women employed to help run Congress but from voters and citizens throughout the country.

The Joint Committee on the Organization of Congress was limited by the act creating it from making many basic recommendations; furthermore, it was unable to agree among its own members on reorganization matters within its jurisdiction; and finally, the limited recommendations it eventually did make were whittled away by the Senate and House through political bargaining and jockeying. These are tough foes to face in any reform movement.

La Follette-Monroney Act

Congress did a fairly good job of consolidating and realigning its committees. The standing committees were reduced from 48 to 19 in the House and from 33 to 15 in the Senate. The act defines their jurisdiction so as to avoid considerable overlapping, it limits the number of committees on which a member may serve, authorizes larger staffs including professional assistants and adds to their investigative power.

The Revenue and Appropriation Committees are directed to cooperate in analyzing the federal budget and present a budget of their own.

The act provides for expansion of legislative reference and bill-drafting services. It requires the registration of lobbyists. Congress is relieved of much detail by the substitution of administrative or judicial procedures

for private bills concerning pensions, tort claims, bridges or correction of military or naval records. Congressional salaries were increased and members are made eligible for an exceptionally generous contributory retirement system.

It is generally agreed that about 50 per cent of the committee professional staffs qualify by experience and education. In many cases clerical personnel or others have been upgraded to these positions as committee experts.

Most of the committees, however, have been careful in selection and many have not permanently filled these career posts. Still others have restricted the pay far below the maximum allowed. One reason for partial failure was the lack of immediately available qualified personnel for these posts. Undoubtedly a training period will be required before the staffing is fully effective.

Some progress was made in reducing legislation on appropriation bills. Amendments in the nature of expenditure limitations are often added. Many are actually legislative in their intent. Legislation of this type was not eliminated but the increasing trend in this direction was reduced.

The requirement providing that all appropriation bills be reported to the House three calendar days before their consideration was observed on most bills, but violated in the closing days of the session. This restriction was to permit the full membership to be informed on the money items in the bill and to make the full hearings available for study three days before the bill was considered.

¹Public Law 601, 79th Congress.

All committees, with the exception of the House Appropriations Committee and its subcommittees, held open hearings. Despite the clear intent of the act, all House Appropriation Committee hearings remained closed, executive sessions. The Senate Appropriations Committees, however, observed the act, as did all other standing committees of the Congress.

A conspicuous failure of reorganization was the failure to carry out, and in most instances even to try, the sections provided to improve the handling of the vast fiscal problems of a \$35,000,000,000 government.

No money can be spent that is not appropriated by Congress, which has full responsibility for final determination on governmental expenses. For years the obsolete methods, inadequate staffs, uncertain and hodgepodge accounting systems have been severely criticized by students of Congress.

Fiscal System Unimproved

To correct some of the most apparent deficiencies in the historic system of appropriating, the reorganization act recommended many reforms designed to tighten and improve fiscal control. Few were put into force. Despite this lack of use of the act, it was blamed by many critics within and without Congress for the delay in appropriation bills. Since practically none of the reforms was even tried this criticism was patently unfounded.

The provision for the legislative budget was an outstanding failure largely because of lack of advance staff work prior to the convening of Congress in January. To make this

valuable provision effective, a skilled, expert staff should confer often with agency budget officers while their needs are being formulated and follow through with careful observation until the sums are fixed in the President's budget. With this advance staff work the legislative budget would become more than a pious hope as it was characterized on the floor of the House.

No evidence was presented that the country did not need to adopt an over-all fiscal policy at the start of each Congress, carefully estimating the total expenditures for the year to be made by Congress, and determining as nearly as possible anticipated income. Despite this, both houses missed their estimates of expenditures in the legislative budget so far that the resolution adopting it was allowed to die in conference and no final action was taken.

Much of the good resulting from the brave reduction of standing committees was nullified by the creation of select and too many subcommittees. The Senate bill prohibited select committees and, while the House refused to agree, the spirit of the reorganization act was to have all investigatory work done by regular committees. After the Senate "broke the ice" by creating the War Investigation Committee, we witnessed the setting up of more than a dozen special groups.

Some regular committees have far too many subcommittees. The result is poor attendance and the same difficulty on the part of members in looking after their various committee assignments. An unwholesome but

natural desire on the part of the leadership to give as many members as possible the honor of being chairman of a subcommittee was a principal reason for this contortion of the reorganization act.

The La Follette-Monroney act intended that committee staffs be selected on a merit basis. This policy has not been followed in many cases. The act gives the committee the power of selection. This means the majority in power and usually the exclusive prerogative has been assumed by the chairman. A real merit system with a guarantee of tenure if satisfactory work is done is the obvious answer. The reorganization committee recommended a director general of personnel. This provision was tossed out by the Senate as "dictatorial" or "totalitarian." It should have been given a trial.

'Bridging the Gap'

Congress and the executive should act cooperatively in the formation of legislation, not as antagonists in a struggle for power. Methods must be found to enable the executive and Congress to have a better understanding of the facts. Nothing was done in this regard by the reorganization measure. Closer unity is especially necessary in the solution of international problems. On the home front, in dealing with domestic issues, there is a desperate need for more direct liaison and for a clearer understanding between the executive and legislative branches. The need is especially pressing when control of Congress and executive departments is divided.

The most effective way to "bridge

the gap between the ends of Pennsylvania Avenue" can be effected by a mere change in the rules of the House and Senate. In the resolutions which Senator Fulbright and I have proposed, a change in the rules of the respective bodies of Congress would permit cabinet members and heads of agencies to meet members of Congress face to face and talk things over.

The House resolution provides that not more than two hours would be set aside at least every two weeks to question administrative officials on the floor. Half the time would be devoted to making a report in answer to written questions which had previously been approved by the proper legislative committee, submitted to the official and printed in the *Congressional Record*. The latter half of the period would be reserved for oral questions by members of the House, which must be germane to the preceding discussion.

The speaker would disallow and the executive need not answer any improper question or one which could not be answered for reasons of national security. The control of time during the latter half of the period would be divided equally between the chairman and ranking minority member of the committee which issued the invitation. The proceedings would be printed in the *Record* for all to read, unless in an executive session.

This method would keep the members fully and currently informed on the big issues of the day. There is no present system for this purpose. Annual reports of the agencies are

lengthy post mortems. Few members read them. Committee hearings pertain only to a particular bill and do not contain over-all factual reports of the operation of the departments. The plan would be of benefit to the executives. It would require them to know their departments. They would have to make decisions before appearing. It would give them an opportunity of presenting their proposals to the full membership.

This is one way of improving the channels of communication between Congress and the executive branch at a time when our salvation at home and abroad depends on their ability to work together. It requires no constitutional amendment, simply an amendment of the rules of the House or of the Senate. The La Follette-Monroney committee could not consider this proposal because the resolution creating it ruled out any "procedural" amendments.

Policy Committees

Most students of congressional reorganization recommend the formation of Senate and House majority and minority policy committees. Dr. Galloway in his report for the American Political Science Association gives them the names of legislative councils. One of the results of the multiple committee system is the dividing of legislative leadership among the chairmen of committees. The proposal is to have in each house a majority policy committee composed of the chairmen of the new streamlined committees and a minority policy committee composed of the ranking minority members. The speaker,

majority and minority leaders would be included as members.

The majority committee should meet regularly. It would coordinate all work of the committee. It should have regular meetings with the President and heads of agencies. A full and free exchange of ideas at these meetings would be of great benefit. The majority committees would be the over-all planning group for the party charged with responsibility.

The Appropriation Committee does the spending, the Ways and Means Committee of the House the money raising. There is little coordination between the two. A majority policy committee would be a step toward bringing together their activities. Tom Finletter, in his excellent book, *Can Representative Government Do The Job*, makes what I consider an unanswerable case for policy committees.

The Senate retained a provision for majority and minority committees. They did good work although their effectiveness was reduced because they did not consist of all chairmen and ranking minority committee members and they were used largely as political strategy groups.

Congress should develop a substitute for the seniority rule for committee chairmanships. Chairmen of committees wield a powerful influence. If the committee does not have a capable chairman, or if his ideas are at variance with the public or congressional will, legislation which must be channeled through his particular committee will bog down or be contorted so as not to meet the needs of the public interest. In three-

fourths of the cases, the senior member of the majority party on a particular committee is an acceptable chairman. There is, however, the exceptional case, in which the senior member, because of poor health, may not be able to serve, or because of incompetency or unfitness he is not able to handle the duties of the position; in other cases he may be completely out of harmony with the desires of the preponderant majority of the members, both of his committee and of Congress.

I suggest that the senior majority member be chairman unless a majority of the members on the majority side, in secret vote, decide otherwise. If a majority of the members feel that another member should be chairman, it is obvious that the committee would not and could not properly function if the seniority rule for chairmanship were followed. The expression of the majority members as to the chairmanship should, under the rule, be made at the beginning of each Congress. The selection then made should be for the entire Congress.

District of Columbia

A committee in each house of Congress has jurisdiction over the District of Columbia. Two days a month in each House are set aside to con-

sideration of District bills. Citizens of the District consume a substantial part of the time of all members of Congress with calls and letters relative to District problems. A system of self-government for the District should be effectuated. Most of the District bills handled by Congress should be acted upon by the government of the District. Failure to relieve itself of the government of the District is one of the glaring shortcomings of the reorganization act.

Thus it will be seen that Congress has not been modernized. In short, the battle for modernizing Congress is merely beginning. Congress has at least been jolted out of its doldrums, but the gains must be retained and the task completed. Public support must be enlisted for this difficult task.

The objective we urge is not merely a physical face-lifting that will send the Senate snuffboxes to museums and install mechanical devices in congressional offices. We want to give Congress real independence and actual political freedom to enable it to respond quickly and effectively to the will of the millions it represents—the American people.

Upon a more effective Congress, upon a continuation of the noble effort begun in 1946, may depend the preservation of democracy in the United States.

Horizons Beyond the Smoke

Pittsburgh, once noted for its grime and perpetual haze, tackles and solves many problems of urban redevelopment.

By MARSHALL STALLEY*

PITTSBURGH is the test of industrialism everywhere to renew itself, to rebuild upon the gritty ruins of the past a society more equitable, more spacious, more in the human scale."

This is the challenge¹ which confronted the city several years ago. Pittsburgh has accepted that challenge. A "Civic Program for Pittsburgh and Allegheny County" is its response.²

Early in the war it was recognized that the job of developing and advancing a comprehensive civic program for Pittsburgh and Allegheny County could not be accomplished without effective organization. Accordingly the leadership of the community—civic, political, industrial, labor—created in the spring of 1943 the Allegheny Conference on Community Development.

While born of the war period, it was early determined that the conference was more than a war measure and more even than a "postwar" measure. It was this early recognition of the need for continuity and

integration of civic effort that was as responsible, perhaps, as any one factor for the success of the conference.

A civic movement that is unmatched anywhere in the country, plus an agreed-upon program of action, is under way in the Pittsburgh area. It has as its objective to improve the livability of the community. This objective is being reached through the steady accomplishment of consecutive, related, well planned measures.

Individual improvements, under way or projected for the immediate future, are more like a chain than a series of independent projects. Each project is important not only in itself but as part of one over-all community program.

Pittsburgh is part of a state and part of the nation. The development of a comprehensive civic program for the Pittsburgh area revealed broad gaps in the powers granted local government by the state. To bridge these gaps enabling acts were drafted under the sponsorship of the conference and its cooperating agencies. A legislative program was designed to help the Pittsburgh community attack and solve its own problems by its own ingenuity and from its own resources.

Leaders of both political parties, city and county officials, and the legislative delegation from Allegheny County shared in the conferences that shaped the legislation and ar-

*Mr. Stalley is assistant director of the Allegheny Conference on Community Development. He was formerly assistant director of the Metropolitan Cleveland Development Council.

¹Described by *Fortune* in its February 1947 survey of Pittsburgh.

²See also *Pittsburgh—Challenge and Response*, a 24-page illustrated brochure published by the Allegheny Conference on Community Development, 1947.

ranged for its introduction in the General Assembly.

The legislative program, tagged as "the Pittsburgh Package" but with benefits extending to the whole county, has been accomplished. It is now law.

The results of the program are: (1) a county-wide smoke control program can now be developed as railroads are brought under the county regulatory powers; (2) the county can build incinerators and other disposal facilities for the 131 municipalities within the county; (3) the county is enabled to create a transit and traffic commission to study mass transportation; (4) Allegheny County's Planning Commission can control subdivision plans in growing suburban communities; (5) the city is given a Department of Parks and Recreation; (6) the city is permitted to create a public parking authority to provide and operate parking facilities; (7) the Penn-Lincoln Parkway is speeded as government is freed from the burden of consequential damages in building express highways in Pittsburgh; and (8) the city and other political subdivisions can broaden their sources of revenue beyond real estate taxation.

In addition, the 1947 General Assembly broadened the insurance acts to permit insurance companies to invest in real estate and housing in Pennsylvania. The 1945 General Assembly also made a major contribution to the civic program for Pittsburgh and Allegheny County by permitting: (1) organization of the Allegheny County Sanitary Authority to purify rivers; (2) organization of

the Pittsburgh Redevelopment Authority to facilitate the rebuilding of blighted areas; (3) a survey of a river-rail-truck terminal for the port of Pittsburgh with a \$100,000 grant from the state.

Recognizing the need to keep Pittsburgh as well as Allegheny County a modern community with modern services, the conference recommended and the voters approved a \$34,000,000 county bond issue in May 1946, and a \$21,000,000 city bond issue on September 9, 1947. These bond issue programs, developed on a sound financial basis, are providing not only vitally needed city and county capital improvements but also local financial contributions which, together with state and federal funds, make possible other large-scale public facilities, particularly highways and airports, without increase in tax rates for debt purposes.

Accomplishments

Specifically, what has been done and what is the status of the program? In smoke and flood control, historic problems in Pittsburgh, major accomplishments are already evident. The city's smoke abatement ordinance prohibiting dense smoke from any source went into full effect October 1, 1947. A county-wide smoke control ordinance is in the making. The county commissioners have appointed a director of their smoke control program and a citizens advisory committee to achieve its accomplishment.

Railroads are turning to diesel locomotives. Plans are under way to gasify coal. Smokeless fuels and

smokeless burning equipment are becoming increasingly available.

A vast program for flood protection for Pittsburgh and the Upper Ohio Valley is under way. It was undertaken by the federal government following the 1936 St. Patrick's Day flood.

Six flood control reservoirs have already been built by army engineers in the Allegheny River and the Monongahela River watersheds and afford considerable protection to this whole industrial region. A seventh, the great Conemaugh River dam, is now under construction.

A united community effort, led by the Chamber of Commerce of Pittsburgh and vigorously supported by public officials and the Allegheny conference, brought an increased congressional appropriation at the last session for the Conemaugh Dam. The completion of this dam on schedule is assured.

Pittsburgh was born at the "Point"—the confluence of the Allegheny and Monongahela Rivers. As the oldest section of the city, the Point has become decayed and blighted. Thirty-six acres of uneconomically used land, a commercial slum, will be replaced by a state-financed and maintained park. Funds are available and land is now being acquired.

The Point Park Committee of the conference includes in its membership the governor, the mayor, the chairman of the board of county commissioners, the executive secretary of the Pittsburgh Regional Planning Association, and the executive director of the conference. This group has assisted in the development of

the Point Park related facilities and, together with the conference as a whole, recommended the establishment of an urban redevelopment authority.

The Pittsburgh Redevelopment Authority, armed with power of eminent domain, was created on November 12, 1946. It is ready to assemble land for insurance companies and other redevelopers. A large insurance company is now surveying the 23 acres adjacent to the Point Park area for large-scale redevelopment into a modern commercial area.

Conference studies have centered on the need for housing. They conclude that state and federal action is necessary to aid slum clearance, low-rent housing and urban redevelopment. Pittsburgh recognizes the need for both public and private action to provide housing for all income levels. It's out to get housing in every way it can.

Highways and Parking

An extensive program of providing limited access, arterial highways in the Pittsburgh district is under way. The Penn-Lincoln Parkway, the major unit in the regional highway network, is in construction. The first limited access, non-toll freeway in Pennsylvania, 25 miles long, it will in effect bring Pennsylvania's great turnpike to downtown Pittsburgh and through to the new Greater Pittsburgh Airport. This "super" class airport is already under construction. Public funds are available to finance it.

In Pittsburgh off-street parking is regarded as an extension of the street system. A parking study made by

the Pittsburgh Regional Planning Association for the conference recommended establishment of a public parking authority. Permissive legislation, a part of the conference's legislative program, was passed by the 1947 legislature. And the mayor has appointed the authority, a citizens' body vested with powers of eminent domain. The authority is making plans now for a series of public parking facilities to provide adequate parking at the right locations and at reasonable rates. Revenues from parking fees will cover costs of construction and operation.

Allegheny County has its share of municipalities—one city of the second class (Pittsburgh), three cities of the third class (Duquesne, Clairton and McKeesport), 69 boroughs, 23 townships of the first class, 29 townships of the second class, and 118 school districts, a total of 243 political subdivisions. The solution to problems existing throughout the entire county area, however, is being approached increasingly on a county-wide basis.

County-wide Activities

A study made jointly by the Pennsylvania Economy League and the Allegheny conference recommends that disposal of garbage and rubbish be operated on a county-wide basis. To strengthen and make adequate the legal responsibility of the county commissioners to engage in garbage and refuse disposal and to charge the municipalities within the county for this service, state enabling legislation was required. Accordingly, one bill in the conference's legislative program, granting the county necessary legal powers, was passed in the 1947

legislature. The county commissioners are now considering development of the disposal program on a county-wide basis.

Sewage disposal was another problem cutting across political boundaries. The conference recognized that adequate facilities for its treatment and disposal were essential to the stream pollution abatement program, and recommended sewage disposal on a county-wide basis. In March 1946 the board of county commissioners created the Allegheny County Sanitary Authority. This agency is now preparing plans for construction of a system of intercepting sewers and central treatment facilities, a county-wide program.

Other functions of local government will be operated on a county-wide basis. Responsibility for airports has been consolidated within the county government. County-wide smoke control has already been mentioned.

The development of expanded county-wide recreation facilities is a part of the total civic program. A survey of recreational facilities of municipalities within the county has been made by the Federation of Social Agencies through a financial contribution from the Allegheny conference. Recognizing the importance of public recreation to the life of the community, the conference supported state legislation permitting removal of the bureaus of parks and recreation from the Pittsburgh department of public works and creation of a separate recreation department. Immediately after the passage of the state enabling legislation, the mayor and

city council moved to establish a department of parks and recreation with cabinet status.

Adequate county-wide mass transportation facilities and services is another objective of the Allegheny conference. In the absence of any official county-wide agency concerned with matters of transit and traffic, the conference recommended establishment of a county transit and traffic commission to study and make plans for improved mass transportation. Again the county was without the necessary state enabling legislation to create such a commission. And again the conference included in its legislative program a bill to provide for such an official planning agency. The bill passed the legislature and in September 1947 the board of county commissioners announced that the commission would soon be appointed.

Studies under Way

Further, a comprehensive privately-financed mass transportation study is under way. Initiated on October 1, 1947, it is being made by the Allegheny conference in partnership with the Pittsburgh Regional Planning Association and the Pennsylvania Economy League. Upon its completion the study will be presented to the County Transit and Traffic Commission and other interested parties.

In February 1947 the conference launched an industrial economic research program. The program is being carried out by the conference's research staff with the advice of a committee of economists and industrial research specialists from the universities and corporations in the

Pittsburgh area. Basic information is being secured from the 1400 manufacturing concerns employing ten or more persons located in Allegheny County and three adjacent counties.

A committee of the conference, charged with the responsibility of appraising the adequacy of sites for industrial expansion, recommended creation of an industrial development corporation or council which would be concerned with development of site locations and in seeking out industrial concerns which might be persuaded to locate in the area. The organization of the Industrial Development Council was announced in September 1947. The conference's industrial inventory, when completed and analyzed, will be made available to the council for appropriate use.

While Pittsburgh is an industrial center, it is also an important agricultural production and marketing area. The conference is concerned with the advancement of the area for agricultural purposes and is sponsoring an inventory in cooperation with the Pittsburgh Chamber of Commerce. The study is financed by the conference and is being carried out by the School of Agriculture of Pennsylvania State College. It was initiated October 1, 1947, and will study the trends of agricultural production in the Pittsburgh marketing area and determine the adequacy of its facilities for the marketing of farm products.

A review of the development of the civic program for Pittsburgh and Allegheny County and an analysis of the experiences of the Allegheny con-

ference reveal certain factors and make evident certain conclusions:

1. Pittsburgh has no magic formula for civic progress which it recommends for adoption by other urban areas, or which is necessarily applicable to communities other than Pittsburgh and Allegheny County. Since early in 1943, however, when the conference was first organized, there has been a continuing experience which has proved valid as an approach to the area's problems which we are glad to share with other people for what it may be worth.

2. From the beginning, recognition has been given to the continuing, long-term responsibility of the conference. The problems which needed to be dealt with existed prior to the war, but have been accentuated and made more dramatic, acute and evident by the emergency of the war period. While the conference started during the war, it was in no sense a "war baby" designed to meet only a temporary need.

Whole Community Considered

3. Another important aspect in the objectives of the conference has been the concern with the *total* community. Leadership within the conference, however, while recognizing its interest in and responsibility toward the entire community and the multitudinous and inter-related problems of the community, realize that it is not possible nor practical to do everything at once. Emphasis has been placed and effort concentrated on those aspects of the total community which appear to be the more serious problems and on which, at the same time, something could actually be

done; in other words, developing a realistic priority schedule, putting first things first, determining what are first things according not only to the relative urgency of the problem but also to the extent to which there was recognition of the problem and the degree to which the people and the resources of the local community could be utilized and applied to bring about solutions.

In a sense, the conference is forever being pushed to do something about this or that, and at the same time forever carving out and limiting its activities within certain well defined areas. Also, the conference has endeavored to do thoroughly whatever it has decided to go into rather than merely giving lip service or casual attention or cursory treatment.

4. Still another factor which is evident in reviewing the history of the conference was the determination when the conference was formed that it would in no sense be a federation of existing agencies. This has meant that it has become not an organization of agencies but rather a "conference," as its name indicates, of people. It thus avoids the pitfalls of dealing with individuals as representatives of agencies with a preconceived position or a limited, restricted or "agency" point of view. All members of the conference serve as individuals though, of course, in most instances they bring with them supporting influence and points of view from various groups and agencies. This policy has meant that prior approval by other agencies before the conference can take a position on a particular program or issue is unnecessary. The

individual member is free to act as a person.

5. An element of primary importance in the work of the conference is research and fact-finding. Great attention has been given to research, and a staff has been provided to perform this function. In several instances research is provided also by the staffs of other agencies which make studies for the conference. But the conference does not simply let the facts speak for themselves. Facts are known to address deaf ears and go unheard when unassisted. The conference undertakes to get the facts a hearing.

6. Inherent in the program of the conference is its nonpartisan character. A partnership has been established between public officials and the citizenry. It is this teamwork approach between citizens and the community's agencies—public, private and civic—that is providing the vital force of continuity of effort to strengthen the livability of Pittsburgh and Allegheny County.

7. In a large measure the basis of financial support for the conference was developed and agreed to in the very beginning so that it was clear that sufficient funds would be available to carry out the work of the conference on a continuing basis.

8. Public understanding leading to

citizen participation and support is another tenet in the philosophy and program of the conference. It is evident that the extent of public information and education determines the rate of community progress. Major emphasis has been placed, therefore, on utilizing various channels of communication and methods of influencing public opinion in carrying out a comprehensive public relations and community education program.

In conclusion, it is appropriate to ask: What in essence is the reason for the success of the civic program in the Pittsburgh area and the work of the Allegheny Conference on Community Development? Park H. Martin, executive director of the conference, has stated it thus:

Pittsburgh became great not only because of its natural resources but also because of the dynamic leadership of the men of another generation together with the labors of its people. I am convinced that this day and generation has in Pittsburgh the leaders, in both public and private life, that it has the people and the will to revitalize and make Pittsburgh a better place in which to live, work and play—a place in keeping with our hopes and desires. The challenge to do this has not been directed to any one individual, not to any one group, but to all of us. Pittsburgh has accepted that challenge.

City Blight a National Problem

Solution demands genuine cooperation between cities, states and nation, the professions, and alert citizens.

By F. STUART CHAPIN, JR.*

AN ACUTE and crucial problem in the domestic sphere of the nation's well-being is urban blight. It concerns not merely the inter-related physical-social-economic-political concomitants of urban blight—congestion, slums, delinquency, flight to the suburbs, declining property values, outmoded forms of municipal administration and the like—but also the more basic qualities which admit of good, healthful and prosperous life in a city.

It is a problem of simultaneously arresting decline and decay and bringing cities into step with a vastly altered kind of life, restoring to them a vitality, healthfulness and attractiveness in environment they enjoyed several generations ago.

As Tracy B. Augur pointed out in a discussion of "Planning Cities for the Atomic Age,"¹ this is a national problem requiring a kind of planning and action as fundamentally foreign to our accustomed modes of thinking

as the planning we are proposing today in the international scene.

The problem lacks the dramatic qualities of a Hiroshima or a Nagasaki as a public demonstration. It has not the same kind of rallying appeal as the two world wars which this generation has witnessed, nor does it command the same high-pitched concentration and determination with which a nation applies itself in time of war. Yet, if we as a people have demonstrated a capacity to plan and act on a sweeping scale in matters of national security, there is hope that we can plan and act on an equivalent scale in matters of domestic security.

Our cities affect the nation's domestic security in a major way when it is considered that more than 80 per cent of all wages or salaries are earned in urban areas and more than 56 per cent of the people now live in incorporated places. In a nation where a predominant proportion of the people and their opportunities for earning a living are so inseparably tied up in urban centers, it is a matter of tremendous concern to that nation to examine trends of decline and decay in the urban environment. This is true if for no other reason than for the implications these trends possess for the stability of federal revenues or, in a broader sense, the entire national economy.

Beyond these economic implications there are more fundamental

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¹A paper presented before the American Institute of Planners in New York May 5, 1946, and abstracted in *The American City*, August 1946.

ones: implications of a declining population and considerations of future national security.

Urban blight is endemic in nearly every city of the nation today. Estimates developed from the U. S. census indicate that more than one quarter of the country's urban dwelling structures were in various stages of deterioration in 1940. The picture is much more grim today. Even with the postwar emphasis upon housing, the increase in the rate of decay resulting from the slow-down in residential construction during the war has not yet been whittled down to any appreciable extent.

Although there are no available parallel estimates relating to commercial, industrial and other kinds of slum areas, governmental controls placed upon nonessential construction during and after the war appear to have had a similar effect in the nonresidential sections of cities.

Urban blight is spreading. With few exceptions the handful of cities which are taking remedial steps are scarcely checking the increase. For the most part preventive steps have been ineffectual. This apparent inadequacy to meet the problem is not the result of a lack of technical skills or scientific techniques. The know-how exists but there is a lag between the ability to deal with the problem and the ability to act on the problem.

This lag exists basically because of a diffidence on the part of the various professions which have an interest in the problem to get together, because of a failure of the people and their elected representatives to recognize the critical effect

the spread of urban blight is having upon cities, and because of the resultant absence of concerted action to put specialized skills and techniques to work.

The absence of interprofessional unity, organized public opinion and adequate legislative authority has forced cities to improvise and patch on an all too puny scale. Meanwhile blight persists and makes greater inroads.

For a time cities can struggle along improvising and patching. By fully utilizing existing powers and controls, many communities will carry out a variety of needed improvements and bring considerable relief where conditions are most critical. Cities will spill out into the open country in a little more orderly fashion; land uses will be better grouped and perhaps wider highways will be built into the new areas and carved out of the old town to facilitate traffic movement.

Patching Won't Help

Yet will we have anything more than an improved kind of sprawl? Will we have achieved any lasting progress in improving the urban environment? Are these developments capable of getting at the roots of urban blight?

What of present-day trends? We have been witnessing a trend of industrial decentralization; we are on the verge of seeing modern aviation develop into a vast freight and transit system; and with the development of atomic energy, we have been alerted for even greater changes. Are present-day planning

methods and powers capable of placing cities abreast of these trends?

Attempts have been made to answer some of these questions. As between two extreme theories—one which, for all purposes, ignores the problems of our old cities and favors the development of new towns, and the other which centers all energies upon the rehabilitation of cities within the limited framework which now exists—the last has been the generally accepted approach to urban blight.

There is still another alternative, however—a proposal which combines elements from both these schools of thought. It is a proposal which draws upon an idea Ebenezer Howard first advanced in his *Garden Cities of Tomorrow* nearly 50 years ago and subsequently applied in his demonstration communities, Letchworth and Welwyn Garden City. It is a proposal which has its contemporary application in the *Greater London Plan 1944* and the 1946 British New Towns Act.

The possibilities of this proposal, as applied to an American city, were recently presented diagrammatically.² The typical American urban agglomeration was broken down into functional parts and rearranged into an open-order pattern of urban units. For the purposes of illustration each unit was given a hypothetical size of 30,000 population and a diameter of two miles. Each was separated from others in the pattern by belts of open country which, taken as a system, were to provide high speed travel routes be-

tween dispersed units and to the central commercial, shopping and cultural facilities or to the decentralized production centers. The increased distance to places of work, shopping and cultural activity would be offset by the savings in time provided by steady-flow parkways built for fast moving traffic.

It is not the purpose of this discussion to compare the pros and cons of these and other alternatives, nor is it to present any detailed proposal for the solution of the problem of urban blight. This is yet to be developed in the American scene. It is a basic assumption of this discussion, however, that the solution must ultimately come from urban redevelopment measures as broad and sweeping as those just presented. It is this broader concept of urban redevelopment—a concept in which rehabilitation of blighted areas is synthesized with urban dispersal—which, it is submitted, is the kind of concept which should increasingly guide replanning energies in the future.

Minimum Essentials

What course of action will put us on our way toward this kind of replanning? In the beginning it is imperative to recognize two vitally important prerequisites of a broad scale urban redevelopment program.

The first is one of bringing the contributing professions together. Before any action program can move ahead with any continuing success, it must have the active support of specialists in such fields as land economics, city planning, housing, public administration, urban sociology

²*Ibid.*

and public health. This implies that the resulting plan and action program must be a product of collaborative study. It implies an interprofessional unity³ and a fortitude to work for the accomplishment of measures deemed necessary, however drastic and unprecedented in terms of past thinking and practice.

The second prerequisite follows naturally — development of public understanding of the seriousness of urban blight and the general magnitude of the problem. Once professional groups are united and actively at work on the problem, a broad and continuing program of public education must be undertaken. In cities across the nation the man on the street must have some appreciation of the problem and its implications to our whole domestic economy. Steps taken toward developing a public awareness of the problem are extremely important in preparing the public for redevelopment measures which may lie ahead.

These are basic prerequisites to developing and carrying forward a workable plan for urban redevelopment on a nation-wide front. However, they immediately involve other considerations. Even assuming that cities had the assistance of such a

team of specialists and an understanding citizenry, the kind of measures which it is contended are needed cannot be brought about by local action alone. It seems fairly evident that they must come as a cooperative enterprise of federal, state and local governments.

What, then, are some of the minimum essentials of an integrated federal-state-local action program? What kind of preconditioning of federal, state and local policy will be required to provide secure foundations for developing a nation-wide urban redevelopment program?

Federal Activity

The implications of urban blight to the national economy and the general welfare of the country have already been emphasized. There is certainly basis then for federal activity in urban development. Before the federal government can be in a position to take effective action in such a program, however, it must face the problem squarely and take the lead in establishing the over-all pattern for a cooperative federal-state-local attack upon the problem.

Congress has recognized the problem indirectly in housing measures by calling for clearance of slums in carrying out public housing programs. But this type of legislation, which is a measure to provide housing for certain low-income groups and to replace bad housing with good, does not provide a direct attack upon the more comprehensive problem of urban blight.

Emphasis upon the slum clearance feature in this legislation may actually have served to confuse the general

³Some progress is already being made in this direction. In the field of city planning an Interprofessional Urban Planning Committee has been formed with representation from the American Institute of Architects, American Institute of Planners, American Society of Civil Engineers, American Society of Landscape Architects and the American Society of Planning Officials. This committee has been working on a bill for federal aid to urban planning and redevelopment.

public and as a result many have come to an erroneous conclusion that the housing program per se is a slum elimination program.⁴ At best, the slum clearance features of housing legislation have been blunt instruments dealing a few glancing blows here and there on the total problem.

Though the slum clearance features of housing legislation are the only authorized activities of the federal government which touch on the problem of urban blight, numerous proposals for a direct approach have been advanced. Among those of pre-war and war years the three better known were: (1) the Greer-Hansen plan, published by the National Planning Association, (2) the Urban Land Institute plan backed by the National Association of Real Estate Boards, and (3) the proposal developed by the Federal Housing Administration and presented in a handbook it published on urban redevelopment.

While features of the first two plans were actually incorporated into bills, in the metamorphic processes of committee study those and various housing bills before the present and the last Congress were combined into the pending Taft-Ellender-Wagner bill.

⁴This distinction has been made time and time again, yet even among men in the housing field confusion persists. In terms of the total community, not only are there conditions of blight in commercial, industrial and roadside areas to which this program does not extend, but also the replacement of a residential slum with new housing is not always a remedy for blight. Unless and until the problem is treated on a comprehensive basis in terms of the many other factors of blight even new housing may revert to a slum status.

While the redevelopment features of this bill give greater recognition to the problem of urban blight than heretofore, they do not envision urban redevelopment in its broadest sense as a means of both eliminating slums and achieving urban dispersal. The bill lacks the stature to accomplish the sweeping and drastic action needed. Certainly the incorporation of urban redevelopment into a bill whose primary interest is housing merely perpetuates the popular myth that a housing program and a slum elimination program are one and the same. Moreover the compromise secured in this bill does not reflect the inter-professional unity so sorely needed.

Until the many aspects of the problem have received the thorough study of specialists previously mentioned, a precise definition of the federal role cannot be accurately determined. This much appears to be certain, however. To provide the proper climate for a direct frontal attack upon urban blight the federal government must take some positive steps which, as a very minimum, will include the following:

1. Establish a national policy relative to urban planning, development and redevelopment;
2. Provide for integration and coordination of present and future federal activities affecting urban planning, development and redevelopment; and
3. Take the lead in outlining a program for cooperative federal-state-local action to deal with urban planning, development and redevelopment problems.

In so breaking the ground for a

future attack upon urban blight, such action has a double responsibility. It must be founded upon a full appreciation of the basic inadequacies and inconsistencies of urban growth and expansion in the past and geared not only to correct such deficiencies but to prevent their recurrence. At the same time it must possess the vision and the flexibility to permit cities to fall into stride with the developments which we are told lie ahead in the Atomic age.⁵

States' Interest

What is the situation at the state level? Certainly the state is concerned with urban problems if for no other reason than the fact that municipalities are creatures of the state and the powers to deal with these problems must originate in the state. More directly associated with the problem in hand, however, the state has a financial stake in urban communities. Since a dominant proportion of its tax revenues come from urban sources, it is of considerable concern to the state to safeguard these vital revenue sources.

That recent state interest in urban redevelopment legislation stems from a concern over this fundamental relation to state finances is doubtful. If the problem and its

implications to the state's financial future were more fully understood, we would see more concern over the problem in our state capitals; broader, more sweeping remedial powers being extended to localities; and more widespread acceptance of the practice followed in a few states of providing financial and technical planning assistance in treating urban ailments.

However inadequate and frugal present overtures to the problem may appear, they may be regarded as useful temporary expedients and certainly as exceedingly valuable indoctrinating steps toward the more sweeping action which must ultimately be taken.

The most promising prospects of adequate state action upon urban planning and development problems appear to be tied up with the initiative and incentives which the federal government may offer. Assuming the initiative and the lead is forthcoming at the national level, the state's part in a triply focused attack upon urban blight would include, as a minimum, the following:

1. Generally streamline local government providing, among other things, for extension of home rule with greater local powers, consolidation of local governments (particularly in metropolitan areas), etc.

2. Adopt a policy establishing the state's interest and responsibilities in urban planning and development.

3. Provide a plan for state participation and cooperation in a federal-state-local program for urban planning and development.

We come finally to the problem

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⁵Conclusions reached in a report recently submitted to the Economic and Employment Commission of the United Nations Economic and Social Council indicate that the best official thinking on developments-to-come envisions the possibilities of (1) an open pattern for living in place of the present crowded pattern of urban areas, and (2) a decentralized pattern for industry vastly different from that of our Detroit and Pittsburghs of today.

The Mockery of Classification

Nebraska legislature, abetted by local representatives, disregards prohibition against special acts for cities.

By A. C. BRECKENRIDGE*

THE constitutions of forty states contain prohibitions against special legislation for cities, a restriction adopted as a result of the many abuses of legislating separately for each town and city. Thereafter, laws which applied to them were to be general laws.

But state legislatures found it necessary or convenient to classify cities and legislate according to their needs or desires rather than extend to them discretionary powers. The courts sanctioned classification as long as it was not "classification run mad"¹ and indeed proclaimed that it was necessary and founded on certain manifest peculiarities which distinguished one city from another. For, they held, if laws applied alike to each city many would prove not only unnecessary but often detrimental.

How many classes could the legislature provide? There is no nationwide rule, but we know there cannot be as many classes as there are cities. None the less, many states have classified cities to the extent that within

a class there is but a single city. And generally the courts sanction classification by the simple expedient of the accident of population, and population alone, disregarding such factors as social and economic differences.

This endorsement by the courts reaffirmed some of the deceptions common before special legislation was prohibited. Significantly, the problem was one considered recently in the highly informative study on state-local relations by the Council of State Governments.² Among the conclusions in this report are two applying to the subject of classification, general laws and special legislation.

1. The desirable solution to state-local legal relations must (a) free state legislatures from the burden of local legislation and (b) grant adequate discretionary powers to localities.

2. This end may be achieved through a system of general, optional laws or a system of constitutional home rule. The system of general laws and home rule may be profitably combined.

These recommendations are not altogether new. But they indicate continued abuse by many state legislatures in making detailed laws for their local subdivisions and a general nation-wide failure to extend the privileges of local self-government in purely local affairs.

²*State-Local Relations*, Chicago, 1946.

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¹See *Pittsburg, Ft. W. & C. Ry. Co. v. Martin*, 53 Ohio St. 386, 41 N. E. 690 (1895); also *State ex rel. Knisely v. Jones*, 66 Ohio St. 453, 64 N. E. 424 (1902), holding void a classification of cities into eleven different classes, so that each of the eleven larger cities in the state fell into separate categories.

Nebraska recently had the opportunity to test these recommendations in lieu of special legislation by classification, but it chose the latter course. Nebraska's constitution prohibits special legislation for towns and cities. It permits classification of cities and requires legislation by general laws. As a result there are five classes of cities in the state and classification is based upon population status.

Up to 1947 cities of the metropolitan class were those having or which might have a population of 100,000 or more. Cities of the primary class were those having or which might have a population of more than 40,000 but less than 100,000. The smaller cities are designated as first class, second class and villages according to population. According to the 1940 census Omaha was the only city of the metropolitan class, with a population of 223,844; Lincoln with a population of 81,984 was the only city of the primary class. The third city had a population of less than 20,000.

General Law?

On March 18, 1947, Governor Val Petersen approved a bill changing the population requirements for cities of the metropolitan class to those having or which might have a population of more than 150,000, and for the primary class to those having more than 40,000 but less than 150,000. This action was taken because enthusiastic citizens discovered unofficially that Lincoln's population had reached 100,000 and thereby was placed in the same class as Omaha. The legislature quickly

corrected the situation to retain the *status quo*.³ A general law? Yes, for it applies to those cities having a population within a wide range. Actually, of course, it is special legislation designed to keep the cities of Omaha and Lincoln in separate classes.

Fifty years ago the Nebraska Supreme Court decried the system of classification which was in reality special legislation: "If, by a consideration of a law classifying cities on a basis of population, it can be determined that another city or cities may at a future time, without the aid of additional legislation, enter and become a member or members of the particular class, the classification is a general one, and so is the law establishing it."⁴

By its recent action, however, the legislature has defied the principle of general legislation, and rejected an opportunity to prove the validity of such extensive and arbitrary classification.

It may be argued that the problems of these two cities are so different that this separation is necessary and desirable. This might be true for cities having legislative charters, but Omaha and Lincoln have home rule charters under constitutional home rule! Therefore, if the conclusions and recommendations of the Council of State Governments are valid, the solution to many state-local legal problems was Lincoln's entry into the metropolitan class. These cities presumably enjoy the "system of general laws and

³LB 138, effective September 7, 1947.

⁴*State v. Stuht*, 52 Neb. 209 (1897), 223.

home rule," yet the legislature, spurred by local representatives, thwarts the prohibition against special legislation and makes mockery of the principles of general laws on matters of statewide concern.

The objections to the normal growth into a class of greater population in this case was that Lincoln would have been adversely affected by certain "general laws" controlling a metropolitan utilities district, a system of municipal courts, a municipal university and special sewage and drainage districts.

Yet, this is not a substantiation for such class legislation. Actually, the general laws could have been recast, with powers of discretion to either city in adopting them, depending upon need or other test of desirability. Nevertheless, the legislature and the representatives for these cities wanted to keep them in separate classes to prevent loss of any future opportunity for what amounts to special legislation.

CITY BLIGHT A NATIONAL PROBLEM

(Continued from Page 570)

at the local level. Here, of course, the problem is most tangible. The conditions associated with urban blight are quite familiar. Our special concern here is one of considering steps which might be taken locally to set the stage for a full-scale federal-state-local attack upon urban blight. If local government is to function effectively in such a joint attack, the following are submitted as minimum prerequisites to forceful local action:

1. Generally modernize local government carrying out consolidation and liberalized home rule prerogatives permitted by state legislation.

2. Make urban-wide comprehensive planning an integral and continuously functioning part of local government. This implies the existence of a local planning agency thoroughly familiar with and actively pursuing its functions of developing a coordinated plan for its entire urban area and an implementing program specifying immediate and long-range measures for bringing about sound growth and expansion and the necessary rehabilitation and redevelopment provided for in this plan.

3. Enlist community-wide participation in studying, planning and development measures. This implies carrying on a research and action program which is a collaborative enterprise of local government, organized private interests and citizen organizations.

These federal-state-local steps — minimum essentials for a full-scale direct attack upon urban blight — have been stated in general terms intentionally. They are submitted as tentative anchoring posts which might serve as a common footing for interprofessional collaboration in detailing a cooperative federal-state-local program of action. Some such general definition of prerequisites is desirable and necessary as a first stage approach to the problem. Once fairly general agreement can be reached, it will be possible to move on to the more drastic and controversial measures which it is contended herein are inevitable if the problem is to be satisfactorily solved.

News in Review

City, State and Nation . . .

Edited by H. M. Olmsted

Fringe Dwellers Present Governmental Puzzle

*Flint, Michigan, Situation
an Example of Difficulties*

POPULATIONS of American cities continue to spill over into the fringe area adjacent to city boundaries, largely in the search for cheaper land for small homes and for some of the advantages of both city and country life. These population moves result in problems in many areas that are more or less metropolitan in character.

Arthur Bromage, professor of political science at the University of Michigan, recently dealt with these problems before the Flint League of Women Voters, basing his discussions both on a study of the fringe area of Flint by I. Harding Hughes, research fellow of the Social Science Research Project,¹ and on his own observations. This area includes four townships and the city of Mt. Morris. Professor Bromage said, in part:

"In 1940 some 37,000 persons lived in this fringe area; in 1947 this number had increased to an estimated 49,000. When the city of Flint is included this entire area of 144 square miles comprises the Flint Metropolitan District area as defined by the U. S. Census in 1940.

"For local governmental services, other than schools, the fringe dweller must depend on: (1) the county, (2) the township, (3) sale of services from the 'core' city, and (4) his own initiative.

"The breakdown of the metropolitan area into one county, four townships,

37 school districts, two cities, and one special district tends to discourage over-all planning and integration of public administration. Yet the fringe dweller has chosen this way of life, although there are thousands of vacant lots within the city of Flint.

Solutions Suggested

"There is no magic, crystal-ball formula for the solution of the fringe problem. Seven possible solutions can be considered:

"(1) *Annexation.* To obtain annexations to the 'core' city is a most difficult task today. It requires the consent of the area to be annexed and of the voters in the city and the balance of the township. Since 1920 there has been a marked slow-down in the extension of city boundaries by annexation. Fringe areas tend to develop their own community sense and to resist annexation. Core cities and especially those under fifteen-mill limitation are hesitant to take on additional burdens in capital improvements.

"(2) *Incorporation of new cities.* Some of the densely settled sections of fringe areas can usually qualify to incorporate as home rule cities. This would tend to solve some of the most critical area problems in more densely settled sections. However, it means a multiplication of governmental units, more administrative 'overhead' and produces a small city which must make heavy capital outlays for water supply and sewage treatment. It leaves the balance of any township with diminished tax resources. In the Ann Arbor area the new fifth-class home rule city of East Ann Arbor has just been incorporated. A new city administration is now struggling with organizational problems and must ulti-

¹See the REVIEW, September 1946, page 414, as to this project.

mately face heavy capital outlays for public works.

"(3) *Incorporation of villages.* Since a village remains as part of the township, there is little advantage to local residents in village incorporation.

"(4) *Charter townships.* Under a Michigan law of 1947, it is possible for townships of more than 5,000 population (or of 2,000 population if adjacent to cities of more than 25,000) to incorporate by referendum as charter townships. Such a township would have a township board made up of the supervisor, clerk, treasurer and four trustees, and the township board could hire a 'superintendent' (manager) or entrust the management of township functions to the supervisor. The law invests charter townships with many of the functions of cities including a police force, fire protection and broad powers in public works administration.

"My objection to the charter township law is this: It allows a township to function as a city without allowing it to have a home rule charter and the freedom of governmental organization available to a home rule city. If the charter township does not hire a superintendent, the whole burden of administration will be thrust on a politically elected officer—the supervisor.

"(5) *County reorganization.* It has been suggested by some that the county be reorganized, that county managers be established and that counties administer some of the critical water supply and sewage disposal problems. In the Flint area the county is larger than the fringe problem. County home rule waits upon amendment of the state constitution and county managers wait upon home rule.

"(6) *Sale of services* by the 'core' city. The most flexible arrangement of all is sale of water and sewage disposal facilities by the core city to individual householders in the fringe

or to governmental units in the fringe which in turn sell to individuals. From the point of view of the 'core' city, this relieves much of the pressure for annexation and tends to make corporate boundaries rigid. It means expansion of capital improvements for an indefinite and unplanned market, to which the city is under no legal obligation.

'Best Promise'

"(7) *A metropolitan district authority.* Under Michigan law, two or more cities, villages and townships or any combination or parts thereof can form a metropolitan district to provide any, all, or any combination of: parks, water supply, sewage disposal, drainage and transportation. There are many political difficulties in establishing metropolitan districts. It requires a vote of each separate governmental unit which comes into the district. It is my judgment, however, that a metropolitan district authority offers the best 'promise' of achieving a unified administrative treatment of critical problems throughout the fringe area. The metropolitan district would have a separate governmental organization established by a charter submitted to a vote in each local unit.

"From the seven possible solutions each core city and fringe area in Michigan will have to find its own solutions. In Ann Arbor, we have turned down annexations and have one new city. In Redford township, outside Detroit, a portion of the township has petitioned for a vote on city incorporation. As time progresses, it seems likely that a few townships will consider and vote on being "charter" townships. In the Detroit area, sale of services has been a prominent feature in water supply. In Grand Rapids, the Metropolitan Grand Rapids Planning Association has given favorable consideration to the metropolitan district idea."

Colorado Moves Toward Administrative Reorganization

The Colorado legislature has created a Committee on Reorganization as a temporary state agency, to exist until March 31, 1949; it consists of three senators and four representatives. Its functions are as follows:

To study the structure, functions, administrative policies and procedures of state agencies, including departments, institutions, bureaus, boards and commissions;

To prepare a plan of general organization showing agencies proposed to be continued or created, and those to be consolidated or abolished;

To prepare drafts of constitutional amendments and statutes, embodying findings based on the committee's studies, for submission to the legislature;

To prepare drafts of executive orders, embodying such findings as do not require constitutional or statutory changes, for submission to the governor;

To hold hearings with regard to its studies and findings.

Advisory Council to Study Social Security Program

A complete study of the federal social security program is to be made by an advisory council recently appointed by Senator Eugene D. Millikin, chairman of the Senate Committee on Finance. This is in accordance with a Senate resolution directing the Committee on Finance to make an investigation of social security, with special reference to coverage, benefits and taxes, and authorizing appointment of an advisory council to assist and advise the committee in the investigation.

The council consists of seventeen members, headed by Edward R. Stettinius, Jr., as chairman, and Professor

Sumner H. Slichter (Harvard) as vice chairman.

Council-Manager Plan Developments

The voters of the town of **Claremont, New Hampshire**, on October 21 adopted the council-manager plan as set forth in a special act passed by the 1947 legislature. The vote was 2,433 to 1,326. The charter provides that Claremont shall be a city, with an election on December 9 of a council of nine members, three at large and two from each of three wards, to take office in January.

The council-manager plan was adopted in **Golden, Colorado**, on October 11 by a vote of 217 to 180. Registration for the election was about 1,000. At the November election a city council of nine members—one at large and two from each ward—is to be elected.

The charter board of **Fairmont, West Virginia**, completed its draft of a council-manager charter on September 29 and has submitted it to the state attorney general for official approval. A public meeting for explanation and discussion of the charter was set for November 3 at the courthouse. If ratified by a subsequent popular referendum the charter will become effective July 1, 1948. It prescribes a council of seven, elected at large, which appoints the manager, clerk, attorney and police judge.

The town manager plan, adopted in 1946, was recently reaffirmed in **Richmond, Maine**, by a large majority at a special town meeting.

Referenda on Plan E—council-manager plan with proportional representation—are scheduled in six Massachusetts cities on November 4: **Worcester, Medford, Quincy, Pittsfield, Fitchburg and Revere**. The referendum sought for the same date in **Somerville** will not be held; the board of alder-

men held the 7,100-signature petition for a 45-day "protest period," making it impossible to place the question before the people on November 4. Effort of petition sponsors to force release of the petitions was unsuccessful.

Danville, Virginia, will vote on November 18 on the question of adopting the council-manager plan.

A movement for the council-manager plan is under way in **Charleston, S. C.**

The Chamber of Commerce of **Kent, Ohio**, includes the council-manager plan as point two of a ten-point program of work for community betterment. First point is creation of a city planning commission.

The **Rittman, Ohio, Press** is taking an interest in promoting adoption of the council-manager plan.

The city council of **Green Bay, Wisconsin**, has rejected a proposal for a referendum on the manager plan.

The manager plan has been an active issue in the council election at **Greenville, Mississippi**.

The charter of **Alexandria, Minnesota**, is in process of revision and the council-manager plan is being studied in that connection.

The **Holton, Kansas**, Chamber of Commerce is giving publicity to the manager plan. It sponsored a public meeting at which the city manager of Atchison, Kansas, was a speaker.

The Civic Improvement League of **Leavenworth, Kansas**, is studying the manager plan with a view to securing a public referendum on the question of adoption.

The city council of **Brewton, Alabama**, on October 1 abandoned the manager plan which it had adopted by ordinance on January 14, 1947.

The **Perry, Oklahoma, Daily Journal** has engaged in a charter educational campaign, including consideration of the manager plan.

The **Great Falls, Montana**, city council has fixed December 1, 1947, for a

referendum on a petition to change the city's government from its present aldermanic form to the council-manager plan. The petitions were circulated and filed by the Junior Chamber of Commerce.

The **Englewood, Colorado, Press** has pointed out the advantage of the manager plan in relieving present part-time officials of administrative duties that would be assumed by a full-time trained manager.

In **Pueblo, Colorado**, a group of citizens is working for the amendment of the city charter to substitute the council-manager plan for the present commission plan.

The League of Women Voters of **Los Alamos, New Mexico**, is interested in the council-manager plan for that community, which is in process of becoming a city.

A committee of the **Monrovia, California**, Chamber of Commerce is to investigate the council-manager plan. At least two members of the city council are reported to favor the plan, and there is a possibility of its being voted on at the April municipal election.

The **Santa Cruz, California**, board of freeholders has incorporated the council-manager plan in the new charter it is drafting. The charter is expected to be ready for popular vote in February or March.

A group in **Klamath Falls, Oregon**, is endeavoring to obtain a popular vote on the manager plan at the April 1948 election.

The council-manager plan is under consideration in **Bellingham, Washington**, especially by the League of Women Voters.

Large Cities Institute Rent Control

Four large cities now have rent control in operation while at least four others have been taking steps toward its establishment. Meanwhile, rent

control measures adopted by New York and Chicago have withstood their first legal tests.

In Chicago a circuit decision in September denied a request of 52 hotels for a temporary injunction to restrain enforcement of that city's ordinance controlling hotel rents. The court held that the state legislature intended to empower municipalities to control rents of non-transients in hotels. The judge added that the shortage of dwellings in Chicago would be sufficient grounds in his opinion to uphold an ordinance aimed at dealing with an emergency.

New York City's rent control law was also upheld in a test case when a hotel owner was found guilty of starting eviction proceedings without giving the required five days advance notice to the city rent commission.

The New York rent measure has been amended to give the city rent commission broad powers to control evictions as well as authority to impose rent ceilings on newly renovated structures decontrolled by the federal government. The commission was also empowered to prosecute violators of either the city or federal rent laws.

In Philadelphia a city rent control commission with rigid powers over rentals and evictions has also been established. The ordinance requires landlords to give six months written notice of eviction proceedings except in cases of non-payment of rent or to permit demolition to make way for city improvements. In addition, the ordinance provides that, if state controls are not established in the interim, rents will be frozen as of February 29, 1948, when the federal rent measure expires.

Buffalo now limits rent increases to 15 per cent of June 30 ceilings for hotels, apartment hotels and rooming houses. Penalties of a \$500 fine, or 90-day imprisonment, or both, for vio-

lation of the ordinance have been authorized.

Measures to regulate rentals, especially in hotels, and to control evictions, have been under consideration in Cincinnati, Cleveland, Minneapolis and Newark, according to the American Municipal Association.

Connecticut Considers Four Constitutional Amendments

The Connecticut legislature at its 1947 session took final action on four proposed constitutional amendments and sent them on to the state's 169 towns, which are in process of voting on them. Twenty-two of the towns will not vote until 1948. The amendments are briefly as follows:

1. *Four-year term for governor and other state officials.* The present two-year term (one year prior to 1884) for governor, lieutenant governor, secretary, treasurer and comptroller would be increased to four years effective in 1951. The elected attorney general and the appointed state department heads (except the commissioner of health) now have four-year terms. State elections for administrative officers would fall between presidential elections.

2. *Four-year term for probate judges.* The two-year term of probate judges would be increased to four years, the same as in the common pleas and district courts. Certain higher judges now have eight-year terms.

3. *Method of appointing minor judges.* Judges of minor courts, now appointed by resolution of the legislature, would be appointed by the legislature on nomination of the governor, as is already done in the case of judges of the Superior Court and the Supreme Court of Errors.

4. *Forfeit and restoration of civil rights.* The present constitution provides that "the privileges of an elector shall be

forfeited by a conviction of bribery, forgery, perjury, duelling, fraudulent bankruptcy, theft or other offense for which an infamous punishment is inflicted." The legislature may restore the privileges by vote of two-thirds of the members of both houses. Various injustices are reported to have arisen under the present procedure. It is proposed to give the legislature power to prescribe the offenses entailing forfeiture of rights and the conditions and methods of restoration.

Michigan League Seeks Better Legislation

At its 1947 annual meeting, held in Marquette in September, the Michigan Municipal League advocated consideration of municipal revenue needs at the special session of the legislature in January. It showed its intention to watch proposed legislation intently, as has been done since the State Supreme Court ruled that cities could legally contribute to the league's support.

Constitutional revision was also advocated by league officials and delegates. The legislature, at the urging of Governor Sigler, has ordered a referendum on the question of general constitutional revision to be held in November 1948.

The league meeting was attended by some four hundred people, with approximately a hundred Michigan cities and villages represented.

Tennessee League Fosters Constitutional Home Rule

Declaring that Tennessee municipalities are now governed primarily by so-called private acts of the state legislature, that this practice has been abolished in 40 states, and that 28 states have granted home rule to cities, the Tennessee Municipal League at its 1947 convention adopted a resolution to continue its efforts for con-

stitutional home rule. It urged that a limited constitutional convention to give cities home rule be called by the 1949 legislature, and that "the issue of municipal home rule and a limited constitutional convention for this purpose be presented to the electorate of Tennessee."

Kentucky Votes on Constitutional Convention

Efforts to prevent a popular vote on November 4 as to the question of calling a constitutional convention in Kentucky have been unsuccessful in the courts, including the Court of Appeals. The idea of a convention has been urged by numerous civic organizations and has been endorsed by both candidates for governor.

Revised Minneapolis Charter Progresses toward Vote

The charter commission of Minneapolis, Minnesota, has prepared a tentative draft of a new charter and it is hoped that a final draft can be submitted to popular vote by January 15, 1948. The unofficial Citizens' Charter Committee is cooperating with the commission on completion of the charter and public education concerning it.

The charter commission seeks to remedy existing decentralization and diffusion of powers by concentrating legislative power in the city council and administrative authority in the mayor, aside from education which remains under an elective board. An outline of the charter as partially completed indicates that various changes previously contemplated¹ have been abandoned.

According to the present outline city council membership remains at 26, with two members from each of

(Continued on Page 593)

¹See the REVIEW, April 1947, page 207.

Researcher's Digest Edited by John E. Bebout

Debt, Expenditure and Tax Trends Explored

Pay-As-You-Go Financing Urged in Several Reports

BECAUSE of "rapidly increasing costs of local government and limited revenue sources . . . ways to reduce costs" are being sought. In order to save interest charges on the public debt, "Pay-As-You-Go For Local Government" is recommended by Roy E. Brown, director of field surveys of the **Tax Foundation**, in the *Tax Review*.

If the city of Utica had been on a pay-as-you-go plan since World War I, the city would now have a \$10,000,000 surplus instead of a \$6,000,000 debt, says the bulletin of the **Municipal Research Bureau of Utica**, William R. Coates, executive director.

The bureau discusses the financing of Utica's sewers in a recent issue of *Your City*. It suggests that Utica substitute a pay-as-you-go plan for borrowing to finance its sewage needs.

Another issue of *Your City* recommends pay-as-you-go as the best method of financing Utica's streets.

The school building program for Des Moines is reviewed in *Civic Flashes*, publication of the **Des Moines Taxpayers Association**, Roy L. Miller, executive secretary. The problem of needs vs. costs is presented by tables of needed buildings and their cost.

The **New Jersey Taxpayers Association**, A. R. Everson, executive vice president, has compiled a 32-page booklet of statistics relating to taxes, debts and expenditures of 565 local government units arranged by counties.

The bulletin of the **San Francisco Bureau of Governmental Research**,

Alfred F. Smith, director, devotes an issue to the 1947-48 budget for San Francisco.

Another issue reviews budget and capital expenditure financing. The pay-as-you-go plan is contrasted with borrowing, with emphasis on the fact that the former needs both a master plan and a long range capital budget based upon the plan.

Golden Gate Bridge traffic and revenue are examined in another bulletin.

The financial condition of Schenectady is reviewed in *Research Brevities* by the **Schenectady Bureau of Municipal Research**, George L. Nichols, managing director. Fiscal requirements are enumerated and it is suggested that costs "should be financed from current income rather than borrowing."

"Debt Retirement and the City's Financial Program" is the topic of another *Research Brevities*. A table showing the debt service schedule of Schenectady, 1936-1960, is included.

The problem of securing funds for local capital improvements is the topic of a recent bulletin of the **Citizens' Governmental Research Bureau of Milwaukee**, Norman N. Gill, director.

"Payroll Tax Spending Is Studied by Citizens' Finance Group" reports the *Toledo Municipal News*, published by the **Municipal League of Toledo**, Ronald E. Gregg, executive secretary. One of the conclusions reached was: "Payroll income tax surplus collection should be held in reserve until 1948 and then used to reduce levies for present city debts." Consideration of charter amendment to reduce the legal requirement of a 65 per cent vote to approve bond issues is also suggested.

A recent *Newsletter* of the **Pennsylvania Economy League, Inc.**, Western Division, Leslie J. Reese, director,

analyzes the bond issue proposal voted on at the September 9 primary and "judges the success of the bond issue to be in the best interests of the community." Statistics on projected indebtedness and proposed improvements are included.

The **Indianapolis Chamber of Commerce** has issued a study by its **Bureau of Governmental Research**, Carl E. Dortch, director, on *Bonded Debt in Indianapolis*. This report presents statistical data, graphs and tables and includes a financial plan for public improvement.

The **Woonsocket Taxpayers Association**, William H. Cunningham, executive director, discusses *Debt Reduction in the City of Woonsocket* and concludes that the present policy of continued debt reduction can and should be maintained. The article urges a partial or complete pay-as-you-go plan based "on sound and careful planning of needed public improvements and the method of financing the program."

The **Civic Federation of Chicago**, Harland C. Stockwell, executive secretary, has issued its fourteenth annual study of debts, taxes and assessments. Numerous tables are included in this report which covers such topics as debt-funded and constitutional; debt-floating; property taxes—collections; property taxes—extensions; property taxes—rates; assessments.

Citizens' Business, published by the **Philadelphia Bureau of Municipal Research**, Robert K. Sawyer, director, warns against departing from the practice "of making all its bond issues mature serially," calling such a departure a "decided step backward."

John F. Sly, director of **Princeton Surveys**, **Princeton University**, discusses "Long-Time Protection for the Local Taxpayer" in the *Tax Review*. He suggests a municipal finance formula: cash basis budgeting, credit facilities for the deflationary years,

statewide standards of sound fiscal policy and state supervision of unsound municipalities.

Tax and Spending Facts from Here and There

The **Tennessee Taxpayers Association**, William R. Pouder, executive secretary, reports on *Trends in Public Finance*, with tables and comparative statistics on revenues, as well as a discussion of federal taxation.

The *Montana Taxpayer* for June, published by the **Montana Taxpayers Association**, A. T. Hibbard, president, reports on airport revenues and expenditures in Montana cities and counties. The September issue is devoted to significant Montana tax facts. Graphs and tables summarize the facts by cities and counties.

A chart of the *Pennsylvania State Tax System with Revision of 1947* has been published by the **Pennsylvania State Chamber of Commerce**, Leonard P. Fox, general secretary.

The provisions of the Collier-Burns California Highway Act which will provide \$65,000,000 additional revenue are outlined and reviewed by John M. Peirce of the Western Oil and Gas Association, Los Angeles, in *The Tax Digest* of the **California Taxpayers Association**. In the same issue are tables showing receipts and cost payments of California cities in 1945 and 1946.

Another *Tax Digest* discusses the 50 per cent increase in California property taxes between 1940-41 and 1946-47. The same issue compares school costs for 1944-45 and 1945-46.

A factual analysis of the cost of the new program of school financing in Utah is the topic of a *Research Report* by the **Utah Foundation**, Stanley J. Stephenson, managing director. Tables and graphs show costs and sources of funds.

"Receipts from so-called highway

taxes—gasoline, motor vehicle licenses, drivers' licenses and truck taxes—have never paid for the entire cost of Wisconsin highways," says the *Wisconsin Taxpayer*, published by the **Wisconsin Taxpayers Alliance**, Paul N. Reynolds, executive director, reporting in detail on highway receipts and expenditures.

"Expenditures not assessed valuations govern the size of tax bills," points out **Government Research Inc. of Los Angeles**, Ed F. Thompson, executive secretary, in its *Monthly Bulletin*. The real responsibility, says the bulletin, rests with five tax levying bodies: county, city, school district and water and flood control districts.

A proposed sales tax bill for the state of Oregon has been studied by a committee of the **City Club of Portland, Oregon**, Margaret Clarke, executive secretary, and reviewed in the club's *Bulletin*. The committee concludes that the sales tax is neither necessary nor desirable, but in the same issue a committee recommends approval of a cigarette tax bill.

To Be Continued

Volume 2 of *Fiscal Facts Concerning the City of New York* has been compiled by the **New York Citizens' Budget Commission**, Henry J. Amy, executive director. It is a 108-page statistical summary of the city's finances since 1940, including the fiscal year 1946-47. Volume 1, issued in 1940, covered the period 1919 through 1938. Tables in the present volume provide blank spaces for each year through 1963-64. The commission promises to issue an annual supplement to enable the holder of the volume to keep it up to date.

A recent *New York State Taxpayer*, published by the **Citizens Public Expenditure Survey**, Walter O. Howe, executive vice president, contains graphs and tables comparing full value

tax rates, assessments and burdens in 50 New York cities.

Property tax levies for 1947 by counties, school districts and cities and towns in county areas are, tabulated in an issue of *Wyoming News and Views*, issued by the **Wyoming Taxpayers Association**, Percy F. Jowett, executive director.

The increase in property tax rates facing Des Moines taxpayers is the topic of a bulletin of the **Des Moines Taxpayers Association**. Proposed expenditures and proposed property tax levies are compared with past ones.

The **Bureau of Municipal Research of Des Moines**, Glenn N. Hoffman, secretary, discusses local tax levies and budgets for 1948. Tables showing the adopted tax levies and tax increases accompany the report.

Citizens' Business, **Philadelphia Bureau of Municipal Research**, presents a financial study of an area in South Philadelphia, showing the disproportion between revenues and expenditures there.

The third of a series of quarterly studies by the **Nevada Taxpayers Association**, Dryden Kuser, director, appears in the *Nevada Tax Review* under the title, "The Tax Burden in Nevada." Distribution of taxes, analysis of increased assessed valuation, as well as comparisons of Nevada taxes with other states, are included.

The Iowa Taxpayer issued by the **Iowa Taxpayers Association**, Joe L. Long, executive secretary, lists 1947 and 1946 tax rates for Iowa's 115 cities in tabular form.

The Municipality, published by the **League of Wisconsin Municipalities**, Frederick N. MacMillin, executive secretary, discusses the possibility of utilizing sewerage service charges as a source of municipal revenue. The article includes the purposes, authority and mechanics of "sewer rentals."

"Taxes and Income in Western States" are reviewed in a *Research Report* of the **Utah Foundation**. The report covers the years 1930 to 1946 and includes a comparison of federal, state and local taxes, population and income of mountain states 1930-1940-1946.

Budget Problems Analyzed

The deficit in Michigan's finances is discussed in a bulletin of the **Detroit Bureau of Governmental Research**, Loren B. Miller, director. Alternatives to continued deficits are suggested.

The **Dade County Research Foundation**, John F. Willmott, executive director, has issued an analysis of the proposed budget for the city of Miami for 1947-48, with graphs, tables and reports on where the city money comes from and where it goes.

Comments, published by the **Lackawanna Tax Research Bureau**, analyzes Lackawanna expenditure trends since 1924. Spectacular increases in Department of Public Works expenditures are attributed partly to the fact that the department had become "an unofficial refuge for many who through age or physical deficiencies were unable to obtain employment in industry and who did not wish to obtain welfare relief."

The basic principles of municipal budget problems are outlined in an article by A. E. Buck, Jr., of the **California Taxpayers Association**, in *The Tax Digest*. Among topics covered are principles of budgeting, variations of budgets, purchasing procedure, personnel controls and budget theory.

"All signs point to an impending financial crisis for the city of St. Louis," says *Mind Your Business*, bulletin of the **Governmental Research Institute of St. Louis**, Victor D. Brannon, director. This is due to the fact that operating costs are at a new high and in excess of officially estimated re-

ceipts. The 1947-48 budget appropriations are compared with expenditures of 1939-40 and 1946-47.

A deficit of \$6,000,000 to \$9,000,000 in the Detroit budget will result from state elimination of liquor tax grants, restrictions on horse racing, and revision of educational aid, according to *Bureau Notes*, published by the **Detroit Bureau of Governmental Research**.

State and Federal Aid

Comments, published by the **Lackawanna Tax Research Bureau**, discusses the reduction of state aid for Lackawanna as well as the simultaneous increase in city costs. Another issue reports on city revenues and the new budget.

State-Local Government Topics, issued by the **State Division, Pennsylvania Economy League**, reports on current highway problems with special attention to the reorganization of state-local highway relationships. The post-war improvement program is also discussed.

Your Government Affairs, published by the **Rhode Island Public Expenditure Council**, Robert M. Goodrich, executive director, discusses "Federal School Aid." "Because there is no limit to the demands which eventually may be made on the federal government for educational grants, it is most important that every aspect . . . be examined thoroughly before any initial step is taken."

State aid for Providence is discussed in a bulletin of the **Providence Governmental Research Bureau**, Robert E. Pickup, executive director. The article examines Providence tax problems in the light of new state aid legislation.

The **Municipal Research Bureau of the Akron, Ohio, Chamber of Commerce** recently issued a pamphlet on *Equity of Ohio State Distributions of*

Subsidies and Locally Shared Taxes, by H. G. McGee and Kenneth Tench.

The *Kansas Government Journal*, John G. Stutz, editor, reviews a plan by the **Joint Local Government Finance Committee** to increase revenue and equalize government costs in Kansas.

GRA Conference, Other Bureau News

"The Past and Present as Springboards to the Future" was the keynote of the 1947 conference of the **Governmental Research Association** at the Hotel Commodore, New York City, October 8-11. A brochure bearing this title, carrying articles by Lent D. Upson on "The Past," Carter W. Atkins on "The Present," Luther Gulick on "The Future," and John F. Sly on "The Needs," was distributed at the annual dinner Friday evening, October 10. Speakers at this meeting were Governor Alfred E. Driscoll of New Jersey on "Our Federal System, Can We Make It Work?" and Charles Beard, who delivered "Concluding Remarks" in the light of 40 years of governmental research history since the establishment of the **New York Bureau of Municipal Research**.

The annual GRA award was presented by Robert J. M. Matteson, **Institute of Public Administration**, to the **Rhode Island Public Expenditure Council**, Robert M. Goodrich, executive director, for *A Study of State and Local Relationships*. William Anderson of the University of Minnesota was chairman of the Awards Committee.

GRA Secretary G. Gordon Tegnell reports that some 400 governmental researchers and others attended the various sessions of the conference, which was opened by Luther Gulick as chairman of the Conference Program Committee at a luncheon Wednesday, October 8, at which Mayor O'Dwyer of

New York City and Henry Bruere, president of the Bowery Savings Bank, were speakers.

Conference sessions discussed "Securing Public Acceptance for Citizen Research" and "Proven Methods of Effective Governmental Research." The latter topic was covered by reports on such diverse matters as the Indianapolis urban redevelopment program, the Hartford charter revision campaign, the New Orleans administrative reorganization and a Philadelphia program for adequate water supply. There was also a workshop session on publications and a citizen research clinic.

On Saturday, October 11, the conference went on a boat tour of New York Harbor under the auspices of the Port of New York authority.

The following officers and trustees were elected for the coming year: president, Carl P. Herbert, secretary of the St. Paul Bureau of Municipal Research; vice president, Robert E. Pickup, executive director of the Providence Governmental Research Bureau; trustees, Henry W. Connor, director of the Newark, New Jersey, Bureau of Municipal Research; Merle W. DeWees, executive director of the New Haven Taxpayers Research Council; Richard A. Atkins, secretary of the Boston Municipal Research Bureau; N. Bradford Trenham, general manager of the California Taxpayers Association; Walter L. Pierpoint, president and manager of the Association of Omaha Taxpayers.

The quarterly bulletin of the **Western Governmental Research Association**, *Governmental Research Notes*, reports on the seventh annual WGRA conference held at San Diego October 30 - November 1. Six panels were planned as follows: Handling Pieces of Paper, Standardization of Procedures, How Private Research Agencies Aid

Government, Employee Counseling—A New Government Function, Administrative Control Devices, Measurements in Budgeting.

The **Tennessee Taxpayers Association** reports on a July training school for governmental research workers conducted by the **University of Denver** and the **Tax Foundation**. "This is the first year since World War II that the training school has been conducted. The entire series of lectures was designed to improve methods for interesting the citizen in his local, state and federal government." William R. Pouder, executive secretary of the association, served as an instructor.

A "History of the League of Texas Municipalities," by Lynn F. Anderson, research assistant, **Bureau of Municipal Research, the University of Texas**, has appeared in two installments in *Texas Municipalities*.

Western City, published by the **League of California Cities**, Howard Gardner, assistant secretary, reports on the Twelfth Institute of Government sponsored by the **Bureau of Public Administration of the University of Washington**, held at the university this summer.

The **Social Science Research Center of the University of Puerto Rico** has issued its annual report on its first year of activity.

At its tenth anniversary celebration, the **Institute of Local and State Government of the University of Pennsylvania**, H. F. Alderfer, executive secretary, was praised by Governor Duff, Mayor Samuel of Philadelphia, and Director Buckley of Philadelphia's Department of Public Works, reports the Department of Internal Affairs, William S. Livengood, Jr., secretary.

Government Service, published by the **Milwaukee Government Service League**, Richard Christopherson, president, discusses the activities of the **Research**

Clearing House of Milwaukee. "A little known organization in Milwaukee is quietly contributing to the city and county's future through its research activities. . . . It has 25 members, representatives of city, county and civic agencies who pool their research knowledge."

Payroll Problems— State and Local

The **Citizens' Governmental Research Bureau of Milwaukee** analyzes the Milwaukee job situation, especially in regard to new positions. City and county jobs have hit a new peak and 413 new positions are requested. A table listing the number of employees under Milwaukee common council and county board jurisdictions is included.

Salary increases for firemen and policemen are opposed by the **Des Moines Taxpayers Association in Civic Flashes**. The reasons for this position are given with supporting figures.

"State Government Personnel in Utah" is the topic of a *Research Report* of the **Utah Foundation**. Some of the subjects covered are: permanent personnel, gross payrolls, size of employing units, classification of salaries by \$25 brackets, and salary increases. Numerous tables are included.

Municipal appointments and salaries are listed in *Just a Moment*, **Buffalo Municipal Research Bureau**, Sidney Detmers, managing director. The article recommends that "war emergency" appointments cease now as they are a threat to the merit system.

Strictly Personal

Henry R. Pearson has been appointed director of **Utah Foundation**, effective October 1. He will continue to direct the research program—as he has since April 1, 1946, and will also assume the duties of the former managing director, **Stanley J. Stephenson**.

Citizen Action Edited by Elsie S. Parker

We the People Rise to the Occasion

Citizens Organize Campaign Groups on Ballot Questions

THE election on November 4—an "off-year" so far as state and national affairs are concerned—has brought numerous referenda on city charters and charter amendments, many of which have aroused much interest in the community concerned.¹ Organizations already established have rallied in support of constructive measures; where the occasion demanded new groups have sprung up for specific campaigns.

An outstandingly constructive campaign has been conducted by the **Richmond Civic Association**, Hugh R. Thompson, Jr., executive secretary, organized in support of the council-manager charter presented to Richmond voters for adoption in November. "Vote for Progress . . . Vote for Charter," is its slogan.

The association has organized the city on an area basis, each area with its leader. Areas are organized by sections and blocks, each with its leader. Large area diagrams have been prepared for workers with blanks to be filled in with names, addresses and phone numbers of area, section and block leaders and committeemen; ward and precinct maps were also supplied to workers. A *Speaker's Manual* and mimeographed instructions to area chairmen, co-chairmen and area committees, as well as sec-

tion and precinct leaders, leave nothing to the imagination.

One of the early tasks of the association was the conduct of a vigorous campaign to get voters to register. "Your Vote Is Democracy—Are You Qualified?" inquires its six-page folder which explains the whys and wherefores of registration.

The association has done an outstanding publicity job in which the daily papers—*Times-Dispatch* and *News Leader*—have cooperated to educate the voters. "The greatest blessing that can come to Richmond from this campaign," says the *News Leader* editorially, "will be the awakening of some thousands of those who fight for the new charter."

Supporting the charter also are the **Chamber of Commerce**, which has issued two pamphlets, *City Governments*, describing the major forms of government in U. S. cities, and *Digest of the Proposed Charter for the City of Richmond*; the **Junior Chamber of Commerce**, which conducted a series of radio broadcasts on the charter; veterans' groups, women's organizations, businessmen, labor, etc. "We confess to surprise at the solidarity of the support the charter is getting," the *News Leader* says editorially. "We almost hesitate to report so favorable an outlook lest it produce complacency in the heart of anyone who looks to the upbuilding of a greater Richmond. . . . Never to our knowledge was as strong sentiment shown in Richmond for any change in government as is now displayed for the ratification of the new charter."

Organizations in support of manager charters were important factors in the campaigns waged in Dover and

¹Since this issue will go to press previous to election day, results of referenda discussed will be reported in December.

Portsmouth, New Hampshire. In Dover, the first city in the state to adopt the manager plan, the September 23 victory of 2,356 to 1,744 for a manager act passed by the 1947 legislature is credited in large part to the **Veterans Civic Committee**, Ralph E. Wiggin, Jr., chairman, later expanded to include non-veterans as the **Citizens' Civic Association**. The principal weapon of these veterans was "their unlimited enthusiasm and their unimpeachable position of having nothing to gain from a change in government," reports the *New Hampshire Sunday News*. The opposition, on the other hand, was spearheaded by officeholders and city employees.

The **Portsmouth Good Government Campaign Committee**, Frank E. Jordan, campaign manager, has also been conducting a campaign for adoption of a manager charter granted by the legislature, in a vote scheduled for November 4. It is organized by wards and is making a house-to-house canvass to bring the charter to the attention of voters.

New York's P. R. Battle

The **New York Keep P. R. Committee**, of which Richard S. Childs is chairman, and John J. Lamula, campaign manager, has been coordinating the civic forces of the city in opposition to an amendment to supplant the P. R. method of electing council. It is distributing thousands of leaflets headed in large red letters "DANGER." "Keep proportional representation—people's rule" is its slogan. Since there will be ten referenda on the voting machine the leaflet directs voters to "Vote 'No' at the End of the Row," admonishing them to "Be Sure to Register."

Working with the committee are many other groups. The **New York League of Women Voters**, Mrs. Walter Neale, president, has made special

efforts to urge registration so that voters may be able to express themselves on the P. R. question, the veterans' bonus, housing loan and subsidies, and judges and other candidates to be voted for. "Don't Be Late for '48" its registration circular cautions, pointing out that unless voters enroll in their party this fall they cannot vote in the spring 1948 primaries when delegates to national party conventions—to choose presidential candidates and write party platforms—will be chosen. The league is furnishing speakers on P. R. and other election subjects.

The **Commerce and Industry Association of New York**, George H. McCaffrey, director of research, has prepared a seventeen-page memorandum "concerning election of the New York City council by P. R." The memo points out that the association supported P. R. at the time of its adoption in 1936 and has continued to do so; that on reviewing the evidence of the past eleven years it "reaffirms its former position in unqualified support of proportional representation."

The **Citizens Union of the City of New York**, George H. Hallett, Jr., secretary, has also joined actively in the fight to retain P. R. One of its recent publications offers rebuttals to seventeen objections commonly raised against P. R. The **Men's City Club**, the **Women's City Club**, and many others—citywide, borough-wide and neighborhood—are adding their weight to the campaign for retention.

Cincinnati Committee

In Cincinnati, where the use of P. R. is also at stake, the **City Charter Committee**, Forest Frank, executive director, has come to the rescue with its usual thoroughness. A 40-page *Speakers' Manual* has been issued, showing the results of elections under the system and answering objections raised

by opponents. A recent issue of the committee's *Charter News Letter* likens tactics of the opposition to those of Hitler and Mussolini, particularly in the use of the "big lie." "The technique of the 'big lie,'" says the bulletin, "does violence to logic and common sense. In essence, it consists of making false statements and, by simple repetition, seducing the public into their acceptance as literal truths. . . . The local machine strategists are displaying keen awareness of the uses and techniques of the 'big lie.'" The bulletin lists the false statements circulated by the opposition with comments on the true state of affairs.

Numerous debates on P. R. have been conducted in Cincinnati. One of them, featuring Charles P. Taft for the system and Stewart Cooper against, was arranged by the **League of Women Voters** and the **Junior Chamber of Commerce**. "Debates like the one at the Gibson on Tuesday would add interest to any political campaign," says the Cincinnati *Times-Star* editorially. "We don't suppose many votes were changed. But certainly the speeches gave information in a very agreeable form to help the voters arrive at a reasonable and proper decision."

A special **Citizens Committee** in support of P. R. has been organized in Cincinnati, according to announcement by Robert E. Goldman, chairman of the City Charter Committee's campaign.

The charter committee is also, as in past years, vigorously supporting a slate of nine councilmanic candidates for the November 4 election.

The use of P. R. is also on the ballot in **Long Beach, New York**, where the **Citizens' Union**, under the leadership of Albert A. Arditti, is waging a vigorous fight for its retention.

Massachusetts Cities

In six Massachusetts cities—Worcester, Pittsfield, Medford, Quincy, Fitchburg and Revere—citizen committees have secured sufficient petitions to place the state's optional law providing the council-manager plan with P. R. for election of the council and school board, on the November ballot. All six groups, supported by many local organizations, are waging vigorous campaigns.

The movement in Worcester has strong popular support which crosses party lines. The **Worcester Plan E Committee** is headed by Timothy F. Daley as chairman, Mrs. Robert B. Service, Jr., as chairman of its speakers bureau. The **Worcester League of Women Voters**, an active pioneer in the Plan E movement, is conducting a series of tours to acquaint women with the proposed new charter.

The **Quincy Taxpayers Association**, William M. Edmonston, executive secretary, filed petitions placing Plan E on the ballot and is waging a campaign in its behalf.

The 300 members of the **Revere committee**, Gerald L. Woodland, chairman, are striving for a "maximum button-hole conversations." In the first precincts covered in their drive, workers report the voters overwhelmingly in favor of Plan E. The **Fitchburg Committee for Plan E** has Tuus Tenander as its chairman. Both major parties as well as labor groups are represented on the committee, which is planning distribution of a twelve-page leaflet on Plan E to all households of the city. Ray F. Hendershot is secretary of the **Plan "E" Charter Organization of Medford**, which is conducting a vigorous campaign; and Paul Tamburello heads the **Pittsfield City Manager Committee**, in which

city the **League of Women Voters** has also been active.

Publications on Citizen Activities

Community Planning for Peacetime Living (177 pages), edited by Louis Wirth, Ernest R. Hilgard and I. James Quillen, is a report of the 1945 **Stanford (California) Workshop on Community Leadership**. Part I, "A Sociologist Looks at the Community," is a series of eight lectures by Professor Louis Wirth; Part II: "California Leaders Analyze the Community's Problems," is devoted to lectures by Mel Scott, Paul R. Hanna, and others. It discusses specific community problems—youth, housing, economic development, health, education. The book may be purchased at \$1.50 from the Stanford University Press.

The People Design the City (28 pages), by Stuart Parry Walsh and Miriam Roher Resnick, is the story of a city—Santa Rosa, California—where citizens tackled their local problems. They elected three young businessmen to their five-man legislative body, which hired a city manager as full of initiative, enthusiasm and ability as his council. Citizens' committees listed Santa Rosa's needs, studied and made recommendations on its financial problems. The pamphlet lists four necessary tools for local planning: (1) a local government body which wants to get things done, (2) city employees who know their jobs and who have ability to work with the people, (3) participation by the people, (4) teamwork between the citizen and the city hall and county courthouse. It has been published by the **California State Reconstruction and Reemployment Commission** at Sacramento.

Citizen Participation in Community Services (70 pages)—"A Survey of

Volunteer Needs and Opportunities in New York City, Together with a Plan for a Citizens' Service Organization," was published by the **New York National War Fund**. Edward L. Lindeman has prepared the foreword. *A Program for Community Action* (30 pages) has been issued by the **Minnesota Postwar Council**, St. Paul, Roy B. Jewett, director. Both publications aim at capitalizing on the experiences of volunteers during the war in behalf of activity in time of peace.

The **Kansas City (Missouri) Chamber of Commerce, Merchants Association, Real Estate Board and Downtown Committee** have published a *Condensed Digest of the Parking Clinic*, which was held a year ago in that city (45 pages).

United Citizen Action to Improve Georgia's Human Resources, "A Guide to the Establishment of Community Coordinating Councils" (24 pages), has been prepared by the **Georgia Citizens Council** for use by community leaders. It is attractively illustrated with black and white drawings.

Community Adult Education of the University of Michigan Extension Service has reissued *Learning for Living—Invigorating Community Meetings*. The fourteen-page pamphlet was prepared by J. B. Edmonson, Alvin F. Zander and William C. Morse.

Washington—A Plan for Civic Improvements (120 pages) has been prepared for the commissioners of the District of Columbia by the **Washington, D. C., Citizens' Planning Committee**, Gordon R. Young, chairman. Liberally sprinkled with maps and graphs, the study describes the "run-away" growth of the city during World War II, its need for a plan, with recommendations as to necessary improvements and their financing.

The **Jasper County Tax Economy Association** (Carthage, Missouri), Gerald N. Hardy, executive secretary,

has published a two-page *Special Project Report on Zoning Provisions*, giving the results of a survey of zoning experience in 45 cities, located mostly in the southwest.

The Anaheim Community Planning Project is a twenty-page "comprehensive long range, all inclusive civic program of improvement devised for the purpose of creating the Anaheim Master Plan," prepared by the **Anaheim Chamber of Commerce**, E. W. Moeller, secretary-manager, and sponsored by the city council, planning commission, Kiwanis and Lions Clubs and Realty Board.

Set Its Bones Before They Knit is the apt title of a two-color, sixteen-page brochure on community planning issued by the **Indiana Economic Council**, Kenneth L. Schellie, director.

How to Be Effective Legislatively is a report on the legislative workshop of the **American Association of University Women**, held at Dallas, Texas, last spring, in connection with the association's national biennial convention. Under the leadership of Mrs. Harry E. Merritt and Dr. Bessie C. Randolph subjects for discussion included: (1) How to awaken an interest in legislation among members; (2) how to search out and employ effective legislative procedures at state and national levels; (3) how to familiarize members with legislative procedures. Representatives from various states and communities recited their tactics and experiences in securing passage of particular bills.

On July 19, the **Montana Study Commission** of the University of Montana, Miss Ruth W. Robinson, acting director, concluded its experimental research program on community education in the field of the humanities, and issued its *Third Progress Report*, covering the period from September 1, 1946, to July 19 this year. Twelve

community study groups have carried on activities under its auspices, using first the technique developed in Lonepine as set forth in *Life in Montana as Seen in Lonepine, a Small Community* followed by other projects based on local community needs and available staff assistance.

* * *

Municipal League for China

Over a hundred leading citizens of Peiping and Tientsin, representing various professions, met in the former city to organize the **Municipal League**. Leaders in the movement included Dr. Chang Po-ling, president of the National Nankai University at Tientsin; Dr. Hu Shih, president of the National Peking University, and Dr. Mei Yichi, president of Tsinghua University, Peiping.

China's democracy, said Dr. Hu Shih, former ambassador to the U. S., should begin with the city. With this conviction the new organization plans to commence its work in Peiping and Tientsin, later extending it to cities all over the country. This year, when general elections will occur, the league will encourage citizens to cast their ballots, make known election law regulations, and work for the smooth conduct of elections.

Dr. Hu voiced his optimism as to the future of the new organization. He appealed to the public, particularly the press, to assist in publicizing the movement.

One of the first tasks the organization has set for itself is the drafting of a model city charter, to be published in the near future.

Among those elected to the executive committee was Mr. T'an Ping-hsun, director of the Public Works Bureau of Peiping, to whom this department is indebted for information on the Municipal League's formation.

County and Township *Edited by Elwyn A. Mauck*

Local Officials Want Consolidation

Discuss Cooperation of Cities and Counties

CITY-COUNTY consolidation and co-operation continue to be a topic in the news in urban areas seeking to improve the operations of their local governmental units. In Dougherty County, Georgia, the grand jury has recommended continuation of a committee appointed by its predecessor in order to enable it to study more fully the problems of merger of the county with the city of Albany and to report its findings in March 1948.

The grand jury pointed to the desirable results that have been achieved in functional city-county consolidation in the fields of health and education in the county, and it noted that fifteen years ago, "a popular election held on the question showed a majority of the qualified voters favoring some such consolidation. A bill was passed in the state legislature authorizing the consolidation, but was vetoed by the governor at the request of a minority of the voters."

In Fulton County, Georgia, a county commissioner called on county officials and those of the city of Atlanta to "stop yapping at one another and cutting each others' throats—we've got to realize we're all part of a great community." He declared if someone would develop a feasible plan of consolidating the duplicate functions of city and county, he would "sit up nights" to listen to him. He cited duplicating police and taxing units as examples of overlapping services with duplicate personnel which should "by all means" be eliminated.

In Salt Lake City, Utah, the deputy county attorney of Salt Lake County informed a professional women's club in a speech that consolidation of city and county is a "must" if maximum efficiency is to be attained. He declared, "at present there is much duplication of effort because of the overlapping of city and county functions, and this could be eliminated at considerable savings to the taxpayers if administration of the two bodies were combined."

In the state of Washington, King County and the city of Seattle have moved one step closer to consolidation. Both the city council and the county commissioners have given their approval to amalgamation of their respective health departments. The city health director will become chief administrative officer for both units immediately, but formal consolidation will require state legislation.

Home Rule Petition Filed in Jackson County, Missouri

A citizens' charter committee in Jackson County (Kansas City), Missouri, has filed with the county court petitions bearing 68,202 signatures and calling for appointment of a commission to draft a new county charter. It thus completes the first phase of the process by which the county may become a "home rule" county under the provisions of the new state constitution.

Only 41,616 signatures (20 per cent of the votes cast for governor in the last election) were needed, and hence the charter committee is confident that when the election board checks the petitions there will be a sufficient surplus to offset any invalid signatures.

After the election board certifies to

the adequacy of the petitions, the county court will apprise the circuit and probate judges of the results, who will in turn meet and appoint seven Democrats and seven Republicans to draft the home rule charter. The charter will be submitted to popular referendum for adoption by the electorate of the county. Sentiment for the manager plan is strong.

Florida County Defeats Governmental Improvements

Five bills involving improvements in local government for Orange County, Florida, passed by the 1947 legislature, were defeated in a popular referendum on September 9 by a vote of 2500 in favor to 4000 against. The bills included:

1. Appointment rather than election of the superintendent of public instruction and inclusion of technical qualifications for the position;

2. Consolidation of the offices of tax assessor and tax collector into the elective office of county tax officer;

3. Consolidation of offices of clerk of circuit court, clerk of criminal court of record, clerk of county court and supervisor of registration into the elective office of clerk of Orange County;

4. Change in method of electing county commissioners, reduction of their salaries, and appointment of a "secretary-engineer" to serve as executive officer of the board; and

5. Providing the option whereby any municipality in the county could, upon popular vote, request the county to collect municipal taxes on a cost basis.

Wisconsin Counties to Provide Veteran Housing

The 1947 Wisconsin legislature has authorized establishment of county veterans' housing authorities by resolution of the county boards. Such

authorities are to be created whenever "there is a shortage of safe or sanitary dwelling accommodations for veterans in such county" and "such shortage will not be alleviated within a reasonable length of time without the functioning of a veterans' housing authority." Such county authorities would be eligible for state aid on the same basis as the similar city authorities.

The authority would operate under the direction of five commissioners appointed by the county board. They would be unpaid for their services. The county treasurer would be *ex officio* treasurer of the authority. The authority would have no power to tax or levy an assessment, but it would incur indebtedness without obligating the county. Thus it will not be subject to the debt limitation laws.

The state soon will have available approximately \$8,000,000, collected as a result of doubling the tax on hard liquors and wines, which will be used as grants-in-aid to local veterans' housing authorities. The grants may be up to 10 per cent of total investment in the housing projects with additional grants in emergency cases.

County Centralization of Roads Progressing in Washington

The state of Washington reports progress in the consolidation of county road districts permissible under the state highway laws of 1937. King County is the latest to consolidate its north and south road districts to form a centralized county system. Counties which previously had taken such action include Chelan, Clark, Yakima and Spokane.

New York Justices Consider Grievance Committee

The justices of peace of New York State have received the suggestion that there be established a statewide

grievance committee to receive complaints directed against any justice of peace and to investigate their validity. In order to secure greater public confidence, it is suggested that only part of the committee represent the justices and that the remainder be composed of prominent lawyers and laymen interested in the field. The subject is discussed in the state bulletin for justices of peace, *Justice Court Topics*.

Counties Operate Federal Labor Camps

As the U. S. Department of Agriculture relinquishes its jurisdiction over its labor camps in Texas, counties are assuming responsibility for their operation in several instances. Nueces County will pay the federal government \$1.00 for the lease of a camp within its boundaries, Cameron County has decided upon a six-months trial operation, Willacy County has applied for jurisdiction over such a camp, and Hidalgo County, after considering the matter, decided to permit two municipalities within its boundaries to operate the camp.

North Carolina and Texas County Officials Meet

The North Carolina State Association of County Commissioners met recently in its fortieth annual convention. It met jointly with the County Accountants' Association. Over 225 county officials attended.

The County Judges and Commissioners Association of Texas held its annual convention November 2-5 in Laredo, Texas.

CITY, STATE AND NATION

(Continued from Page 579)

the existing wards. The mayor is to appoint department heads with consent of the council except for the departments of civil service, city planning, public health, libraries and parks. For each of these departments the mayor would appoint a board with overlapping terms (except that certain members of some boards are *ex officio*) and the board would appoint the department head.

Financial administration would be centralized in a department of finance with six divisions—accounts, budget, treasury, assessments, purchases and licenses. The director of finance, appointed by the mayor with council consent, would appoint division heads. The present board of estimate and taxation (largely *ex officio*) and the elective comptroller and treasurer, would be superseded.

Correction: In "Legislatures Deal with Youth Problems," page 512 of the October REVIEW, it was stated that the Massachusetts legislature, on the recommendation of the State Child Council, provided for a state-wide juvenile court system. This statement was erroneous; the recommendation was rejected by the legislature together with a somewhat similar proposal by Governor Bradford.

Other Charter Revisions

Besides the Minneapolis charter activities and the continued movement for council-manager charters (pages 576-7), several large cities are considering charter revision. Denver, referred to last month (page 520), will vote November 13 on a strong-mayor charter.

Taxation and Finance
Edited by Wade S. Smith

Virginia Cities Frame 1948 Program

Will Seek Additional Tax Powers from Legislature

THE League of Virginia Municipalities took note of the pressing financial problem besetting all Old Dominion cities and towns by adopting an eight-point legislative program at its September meeting in Roanoke. The program will be pressed before the General Assembly which convenes at Richmond next January. It provides:

1. Two-thirds of the profits from beer excise tax to be returned to the counties, cities and towns on the same basis as profits from the state's alcoholic beverage control stores;

2. Alteration of the state's capital tax policy to permit localities to tax all tangible personal property now classified as "capital" except inventories;

3. Material increase in the state's support of free public schools;

4. Cities, counties and towns to receive not less than one-half of any state sales tax if such tax is adopted;

5. Counties, cities and towns to be authorized to impose local payroll taxes;

6. Legislation to permit state police to arrest violators of town ordinances, violators to be tried under local ordinances;

7. Substantial increase in the maximum local license taxes on receipts of public utilities as allowed by state code;

8. Special legislation to finance the construction and operation of airports so that localities can meet federal requirements and grants.

The convention heard J. Woodall

Rodgers, former Dallas mayor and president of the American Municipal Association, attack county-controlled legislatures for withholding proper taxing powers from cities and towns. The result, he said, has been to place localities "in a strait-jacket."

Mayor W. C. Fitzpatrick of Farmville was elected president of the Virginia league, succeeding Mayor T. W. Preston of Bristol.

ELMORE D. HEINS

Roanoke, Virginia

Assessors Raise Property Valuations

As a result of increased real estate values, as well as new construction, over three billion dollars in property valuations have been added to assessment rolls of 49 metropolitan areas of over 100,000 population. Latest figures in these areas totaled \$43,220,000,000 compared to a previous total of \$39,830,000,000. Increases in 35 of the localities represent a comparison of 1947 to 1946 assessments; in the remaining fourteen, 1946 assessments are compared with those of 1945.

The survey, made by the National Association of Assessing Officers, places Los Angeles County at the head of the list with a 32.47 per cent increase in assessed values since January 1, 1947. Other high percentage increases were reported by Flint, Michigan, 20.92 per cent; Oklahoma County (Oklahoma City), 19.25 per cent; Norfolk, Virginia, 16.22 per cent; San Diego County, 15.12 per cent; and Knoxville, Tennessee, 14.81 per cent. Average rise for the entire group was 8.51 per cent; smallest increase was reported by Reading, Pennsylvania, 0.20 per cent.

Greatest increase in dollars was New

York City's \$1,030,000,000 assessment rise, 6.47 per cent. The city's assessments now total over \$16,900,000,000. Los Angeles had a dollar increase of \$798,000,000; Cuyahoga County (Cleveland), \$168,000,000.

New construction accounted for 100 per cent of assessment increases in Denver, Elizabeth, New Jersey, Houston, Minneapolis and the counties of Lucas (Toledo), Mahoning (Youngstown), Ohio, and San Diego. The percentage assessment increase for these seven localities averaged 4.1 per cent.

Increases in assessment totals were the result of new construction almost exclusively in Des Moines, Louisville and Sacramento though other minor factors entered in. In some cities, total valuations on assessment rolls were increased also by municipal annexation of outlying territory.

Generally increased property values caused the bulk of assessment increases in Buffalo, Flint, Syracuse and Worcester, Massachusetts. The Oklahoma County increase resulted from a re-assessment survey conducted during the past eighteen months.

Roanoke Excise Ruled Invalid

The realty transfer tax of one per cent, enacted by the Roanoke city council last February, was ruled invalid on October 1 by Judge Dirk A. Kuyk of Roanoke Hustings Court. The court held that the tax is a property tax levy and as such violates the uniformity clause of the state constitution. Appeal from the decision is expected to be made by the city.

Adopted February 17, 1947, the excise became effective March 19, and had to the time of the decision yielded the city \$49,216, or about \$8,000 monthly. It is interesting to note that the city, in its brief supporting the tax, disclaimed that the tax was a privilege tax, and relied instead on its

standing as a transaction tax. The state has long had a tax on the privilege of recordation of deeds.

Selective Sales Tax in St. John, N. B.

In the United States selectivity in a sales or gross receipts tax is typically secured by granting exemptions to certain types of goods or services, generally on the theory that taxation at the designated rate would be onerous on the exempted items. An interesting attempt to secure the same result by a different method, but without providing actual exemptions, is reported for some Canadian cities, of which St. John, New Brunswick, is cited as an example.

In St. John the mill rate of the sales or turnover tax is applied not directly against the gross sales but against a percentage of such sales which varies for different types of business. The percentage of gross taxed is 10 per cent for groceries, meats, fish, dairies, tobacco, fuel, food, automobile, garage and lumber dealers; for fruit stores it is 12½ per cent; for clothing stores, general stores, hardware stores, shoe stores, drug stores, stationery stores, florists, and paint, plumbing and wall paper dealers, it is 17 per cent. Jewelry, restaurant, furniture, fur, radio, refrigerator, typewriter, adding machine, auto accessory and battery, and gift shops pay on 23 per cent of their gross, and mail order houses on 25 per cent, while retail businesses not specifically enumerated pay on 20 per cent.

Toledo School Boundaries Obstacle to Tax Increase

At the November election voters of Toledo and its school district will pass on proposals to annex to the city that part of the school district presently outside the city limits. The reason: to permit the schools and Lucas County

to realize tax increases planned as part of the local revenue program when the city income tax was adopted last year.

Briefly, it may be noted that the city income tax measure provided that when accumulations from the tax amount to \$480,000 or more, the city will reduce its property tax rate for city purposes \$1 per \$1000 of assessed valuation. The \$1, released within the state constitutional tax rate limit of \$10, was to be used for school and county purposes. Now, however, it has been discovered that neither county nor school district can make full use of the released rate, since local rates in part of the areas of the school district outside the city are within the \$10 limit by amounts less than \$1 per \$1,000. These areas make it impossible for the schools and county to realize the full revenue potential of the released city tax. If the areas are annexed, the existing township levy will be removed, and schools and county can levy the revenues planned when the city income tax was enacted.

Admissions Tax Imposed by 30 More Cities

Taxes on admissions to movies or other forms of public entertainment have been adopted in 30 cities during the past year. Officials of other cities, including Cleveland, Cincinnati and St. Paul, are considering the tax as an aid to pressing fiscal problems.

State legislation adopted this year has spurred adoption of the tax. Ohio's legislature passed a measure providing for abandonment of admissions taxes by the state and permitting cities to levy them by ordinance.

Five legislatures this year—those of New Jersey, New York, Maryland, Pennsylvania and Virginia—permitted some or all of their cities to levy local admissions taxes, according to the

American Municipal Association. Meanwhile cities in states lacking specific authority proceeded to impose such taxes under their constitutional home rule powers. Some cities achieved the same end under their general licensing powers by fixing the amount of the license fees on theaters and other places of amusement at a percentage of the admission charge or at a flat rate per ticket sold.

Philadelphia, the largest city imposing an admissions tax, received \$3,284,699 from this source in 1946. Philadelphia's tax rate was increased on July 1, 1946, from 4 to 10 per cent of the admission price. A newly imposed 10 per cent tax in Norfolk, Virginia, is expected to yield \$460,000 for the coming year, while Richmond, Virginia, anticipates a revenue of \$250,000 from its 5 per cent admissions tax, effective at the beginning of the year.

St. Louis officials expect a \$13,000 yield from a 3 per cent gross receipts license tax on boxing and wrestling events. A similar tax on automobile racing, motorcycle racing, baseball, football, professional basketball, ice skating, ice hockey, soccer, softball, tennis, roller skating, rodeos, wild west shows, and horse and stock shows is expected to yield \$90,000.

Among smaller cities, Petersburg, Virginia, estimates a 1947 revenue of \$50,000 from its 10 per cent admissions tax; Bakersfield, California, expects \$30,000 this year from a tax of one cent of each admission charge in excess of fifteen cents; Abbeville, Alabama, a city of 2,000, expects to receive \$12,000 from its admissions tax.

More than 65 Washington cities have enacted admissions taxes since the state withdrew from that field in 1943. Eight California cities report the use of such taxes while several Oregon municipalities tax vaudeville performances.

Proportional Representation

Edited by George H. Hallett, Jr.
and Wm. Redin Woodward

(This department is successor to the Proportional Representation Review)

Rome, French Cities Vote by P. R.

Use List System for Municipal Elections

VOTERS of the city of Rome, Italy, on October 12 elected their municipal council by a list system of proportional representation. Five days later, October 19, municipalities of over 9,000 population throughout France also selected their local councils by a list system of P. R.¹

Under the French regulations voters were permitted to indicate a preference for five candidates, marking crosses against their names, "splitting" their ballots between parties if they so desired. Except in Paris the entire commune constituted one electoral district.

The French elections generally were marked by the large number of votes polled by General Charles deGaulle's party, gained mainly at the expense of the Popular Republican party. Partial returns credit his "Reunion of the French People," with 39 per cent of the total vote over the country, the Communists with 30 per cent, Socialists 19 per cent, and the Popular Republicans 9 per cent.

According to preliminary figures reported in the *New York Times*, the deGaullists secured 47 of the 96 seats on the Paris municipal council; the Communists elected 27. In Bordeaux

deGaulle followers secured 20 seats out of 37 on the council. In Bayonne the deGaullists polled 80 per cent of the vote. In Marseilles, where the Communists had 44 seats out of 63 in the outgoing council, the deGaullists won 25 seats to the Communists' 23 and the Socialists' 10. A pre-election dispatch by Kenneth Campbell on October 17 said: "In Marseilles proportional representation is the only chance of getting rid of the Communists."

In Rome thirteen party tickets, with 980 candidates, contested the election for the 80 seats on the municipal council. More than 60 per cent of the voters went to the polls, a small percentage greater than the turnout of a year ago. Returns as reported by the *New York Times* were:

	Pop.	Vote.	%	Prob. Seats.
People's Bloc	208,566		33.4	27
Christian Democrats ..	204,247		32.8	27
Common Man	63,472		10.2	8
Republican	36,701		5.9	5
Monarchists	32,691		5.2	4
Right-Wing Socialist ..	24,967		4.0	3
Social Movement	24,620		3.9	3
Liberals	11,683		1.9	2
Nationalist Movement ..	10,320		1.7	1
Four independent parties	6,307		1.0	0
Totals	623,574		100	80

Still Another City Votes on Plan E

In addition to the Massachusetts cities of Worcester, Fitchburg, Medford, Revere and Pittsfield, listed in this department last month as voting on Plan E—council-manager plan with P. R.—at the November election, Quincy will also go to the polls to vote on a Plan E charter. Petitions containing 6,000 signatures were filed by the Quincy Taxpayers Association.

¹In communes of less than 9,000 elections were by majority vote, with run-off elections on October 26 for those communities where less than the desired number of candidates received a majority vote.

Books in Review

They Builded Better Than They Knew.¹ By Julius Henry Cohen. New York City, Julian Messner, Inc., 1946. vi, 376 pp. \$3.75.

This is the autobiography of a New York lawyer who, for over 50 years, has devoted himself to the public interest. His activities, other than legal, have been in politics, with emphasis on state and local government, economics, the fine arts, ethics, religion and business. Mr. Cohen's work in these fields has been vigorous, sustained, intelligent, unselfish—and often successful. Nor has Mr. Cohen abated his efforts since reaching an age beyond three score and ten. As just one instance, he is a member of the Special Committee on Civil Service of the American Bar Association.

In detailing accomplishments of the past 50 years, the author turns an interesting light on some of the actors in dramatic and epochal occurrences. The accounts of persons and events are keenly and often sympathetically recorded. Under the auspices of the "Committee on Streets of the Women's Municipal League," of which Mrs. Cohen was chairman for more than fifteen years, she assisted in trying to make New York a clean city; she also helped in the development of playgrounds and assisted unfortunates on Welfare Island. The achievements were the more remarkable considering women did not then have the vote. Mr. Cohen's recital of some of the works of his wife, of the late Rosalie Loew Whitney, and of Belle L. Moskowitz including what that remarkable woman did as an adviser to Governor Alfred Smith, are gracious and charming.

The late Travis H. Whitney, civil

works administrator, lawyer, New York Public Service commissioner and, through the Citizens Union, the Albany "People's Lobby," was a classmate and dear friend of mine, instrumental in my having my first law experience, while we were still at law school, in the New York Legal Aid Society, under the inspiring tutelage of his wife-to-be, then Rosalie Loew. I can easily deduce, knowing how just is Mr. Cohen's portrayal of this splendid couple and of other friends limned, that most of those sketched are fairly depicted; although Chapter 9 in Book II on Theodore Roosevelt (one of my heroes) starts with the quotation from Lowell's Biglow Papers:

A ginooine statesman should be
on his guard,

Ef he *must* hev beliefs, not to
b'lieve 'em tu hard.

and is pejorative of the methods T. R. used to become governor of New York.

It is impossible here to elaborate upon, or more than merely mention, one of Mr. Cohen's most valuable contributions to his own and succeeding generations—the development of the Port of New York Authority. As its general counsel from the time of its inception for more than twenty years, he gave his legal assistance in preventing income from its bonds being held taxable under existing federal law.

Mr. Cohen begins with local politics as far back as when his father was captain of an election district and handed out, among other things, ballots printed by his party, before the days of the Australian ballot. He tells how the Citizens Union was organized in 1897 and worked for good state legislation and a home-rule amendment giving the City of New York freedom to manage its own affairs. Mr. Cohen was

¹Excerpts from a review published by *The American City*, May 1947.

chairman of its Legislative Committee from 1902 to 1913 and, with a devoted group of able colleagues, each week went over, appraised and publicized conclusions on all legislation affecting the city. Mr. Cohen was admitted to the bar in 1897 and two years later became associated with Horace E. Deming, a great exponent of municipal home rule, chairman of the Executive Committee of the National Municipal League, and author of the outstanding work, *Government of American Cities*. Mr. Cohen, in the Citizens Union, was active in the New York municipal campaigns and in the thrilling candidacies of William Travers Jerome for the office of district attorney.

That Mr. Cohen has found it necessary to content himself with praise by praiseworthy men, but with no honorary degree, should not disturb him, if he will but reflect that for great achievements there is, as is told in the threnody of Pericles, "a home in the minds of men . . . to stir to speech or action as the occasion comes by" and, also, that their story. . . "lives on far away without visible symbol, woven into the stuff of other men's lives."

MURRAY SEASONGOOD

Municipalities and the Law in Action. Edited by Charles S. Rhyne. Washington 6, D. C., National Institute of Municipal Law Officers, 1947. 660 pp. \$10.

Published yearly, the 1947 edition of *Municipalities and the Law in Action* is the tenth volume "dedicated to the preservation of municipal legal experience." Following the usual pattern, it is built around the annual reports of the eighteen committees of the National Institute of Municipal Law Officers, which are assigned various subjects for study during the year. Inclusion of the practical experience of many cities on a particular phase

of legal activity is an important part of these reports. Supplementing committee reports are papers submitted on topics of current municipal legal importance. For example, this volume covers smoke control and air pollution, the Los Angeles sales tax, etc., each article prepared by the city attorney of the particular city involved. Included in the volume also is a verbatim account of the proceedings and the panel discussions of the eleventh annual conference of the institute held in Washington, D. C., December 24, 1946.

Additional Books and Pamphlets

(See also Researcher's Digest and other departments.)

Municipalities

A Sacramento Saga — the Living History of California's Capital City— Detailing for the First Time Sacramento's Modern Growth and Development—Fifty Years of Achievement under the Leadership of the Men and Women of the City, County and Chamber of Commerce. By Myrtle Shaw Lord. Sacramento 14, Chamber of Commerce, 1946. xiii, 414 pp. \$2.95.

Parking

Should Cities Go into the Parking Business? By D. Grant Mickle. Lansing, Michigan, Michigan Safety Conference, 14 pp. Illus. (Apply Maxwell Halsey, executive secretary, Room 700, Olds Tower, Lansing.)

Parking Meters

Parking Meters in the United States, Year Ending December 31, 1946. Canton 5, Ohio, Vehicular Parking Ltd., 1947. 24 pp.

Parking Meters — Legality — Model Ordinance Annotated. By Charles O.

Rhyne and Charlie O. Murphy. Washington 6, D. C., National Institute of Municipal Law Officers, 1947. 29 pp. \$2.

Personnel

You and Your State Job. A Handbook for New York State Employees. Albany, New York State Department of Civil Service, Personnel Council, 1947. 56 pp.

Planning

Annual Report, Metropolitan Plan, Greater Winnipeg, for the Year 1946. Winnipeg, Metropolitan Planning Committee and Winnipeg Town Planning Commission, 1947. 27 pp.

Cambridge Fifty Years from Now. By Frederick J. Adams. Cambridge, Massachusetts, Planning Board, 1947. 16 pp. illus.

Economics in Community Design. Washington 6, D. C., Urban Land Institute, 1947. 6 pp.

The Economy of the Cincinnati Metropolitan Area. Cincinnati, City Planning Commission, 1946. xv, 126 pp. charts. \$2.50.

Facing the Future. New Brunswick, New Jersey, The City Commission, 1947. 26 pp. illus.

Neighborhoods Planned for Good Living. Subdivision Standards and Regulations. Toledo, Toledo and Lucas County Plan Commissions, 1946. vi, 37 pp. illus.

Proposed Generalized Land Use Plan. An Explanation of a Basic Plan Designed to Make Detroit a Better Place in Which to Live and Work. Detroit, City Plan Commission, 1947. 72 pp., maps, charts, photos.

A Symposium on Regional Planning. By Myres Smith McDougal and others. Iowa City, *Iowa Law Review*, January 1947. 224 pp. \$1.75.

Twelfth Annual Report of the State Planning Board. Providence, Rhode Island State Planning Board, 1947. 39 pp.

Recreation

All Time High—Recreation from Coast to Coast. 1946 report of the National Recreation Association. New York 10, the Association, 1947. 16 pp.

Recreation—Yearbook 1947. New York 10, National Recreation Association, June 1947. 63 pp. \$1.

Regulation

Model Town Taxicab Ordinance. Richmond, League of Virginia Municipalities, 1946. 9 pp. 50 cents.

Municipal Regulation of Peddlers, Solicitors & Itinerant Merchants. By Charles S. Rhyne, Charles H. Burton and Charlie O. Murphy. Washington 6, D. C., National Institute of Municipal Law Officers, 1947. 165 pp. \$5.

Salaries

Salary and Wage Survey City of Seattle, Including Recommendations for Wage and Salary Standardization and Control. Seattle, Civil Service Commission, 1947. 38 pp., tables, charts.

Survey Report of the Salary Standardization Board. Albany 1, New York State Department of Civil Service, 1947. 301 pp.

Subdivision Control

A Model State Subdivision Control Law Granting Power and Authority to Municipal Corporations and Counties to Regulate the Subdivision of Land. Chicago 37, American Society of Planning Officials, 1947. 48 pp. \$1.

Subdivision Control—A Step Toward Better Communities. A Manual of Subdivision Regulation for Municipal Officials, Subdivision Developers, Builders and Planning Boards. By State Bureau of Planning. Albany 7, State of New York, Department of Commerce, 1946. 35 pp. charts, illus.

War Memorials

Living War Memorials for California. By Lyman Lantz and Miriam Roher. Sacramento, California State Reconstruction and Reemployment Commission, 1947. 26 pp. illus.